CRITERIA FOR ASSESSING THE COOPERATIVE EXTENSION PROGRAM PLANNING

PROCESS IN THE WEST CENTRAL DISTRICT OF VIRGINIA

by

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(ABSTRACT)

The success of cooperative extension depends on the knowledge of how to apply the principles of extension education to situations where the activities are to be performed. The cooperative extension services dynamic localized approach to the solution of the common persons problem has stood the test of time. It is not necessary to establish a new system, but what is needed is to increase accountability and efficiency in the way programs are planned and developed.

The overall purpose of this study was to develop criteria for assessing the local cooperative extension program planning process in Virginia. Specific objectives that served as a basis for accomplishing the overall purpose of the study were:

1. To identify principles that are basic for planning an effective local extension program.

2. To verify these principles with a panel of experts.

3. To formulate criteria, based on the verified principles, to assess if on-going local extension programs were developed following the accepted programming principles.

4. To field test the criteria to determine the degree to which the criteria are used as guides during the local extension program planning process.

This study was a qualitative study. The principles identified and the criteria developed were reviewed by a panel of eight experts, then field tested in randomly selected extension units in the West Central Extension District of Virginia. Using personal interview methology, unit directors of the randomly selected units were used for the field testing stage of this study.

Six of the seven principles identified as basic for planning/ developing effective local extension programs were accepted by the panel of experts. Eighteen criteria were formulated based on the accepted principles. Criteria as used in this study implies an overall description of a set of related actions and/or operations which will be called standards of the planning process. It was found that most of the unit directors in the West-Central Extension District of Virginia interviewed for this study use the criteria as guides during their respective programming process. The panel of experts and unit directors agreed that the criteria were important as guides for local extension programming processes.

Based on the findings the author concluded that: (a) there are six essential principles for planning effective social extension programs; (b) that there are 18 criteria that can be used as guides for assessing if local extension programs are planned/developed using the essential extension program planning principles; and (c) that it is possible to assess local program planning activities in extension.

A recommendation made from the study that the process of assessing local program planning activities be tested statewide to increase the usability potential of the criteria and give possible directions for statewide in-service needs of unit directors and extension agents.

ACKNOWLEDGMENTS

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CHAPTER 1

INTRODUCTION

Planning is a process of preparing for the future through the wise
selection of desirable courses of action today. In extension work, it
is a means for systematically anticipating and achieving adjustments in
the environment of a community, county, region, or state consistent with
social and economic trends and needs. As such, planning is a vital
prerequisite to effective action. It is a continuing process for
presenting a broad and comprehensive program for community development
and redevelopment. Planning considers the physical, cultural,
political, social, and economic characteristics of a community and it
attempts to harmonize all these elements into a sound development plan.
In short, planning is essentially a process of understanding human needs
and shaping future policy to serve these needs.

Leagans (1963) stated that extension education is the process of
teaching rural people how to live better by learning ways to improve
their farms, homes, communities and institutions. This is done by
creating situations that provide opportunities for people to learn and to
stimulate mental and physical activities that result in desired learning.
This education must help people to gain new knowledge, to develop the
skill necessary to apply it to their problems and attain satisfaction in
doing so (p. 23).

The Joint Legislative Audit and Review Commission (JLARC) (1979)
stated that the fundamental philosophy of the Virginia Cooperative

Extension Service is to provide timely, meaningful, and useful learning

experiences to enhance the quality of life for the people of Virginia

(p. 5). Extension extends to the citizens life-long learning

experiences in subject areas supported by the research base and faculty

expertise at Virginia Polytechnic Institute and State University and

Virginia State University. Extension education programs are developed

to meet the changing needs of a diverse public through a process of

people involvement. This process involves people in identifying their

needs, problems, and opportunities; studying their resources; and

arriving at desirable courses of action to meet their needs. The basic

philosophy of this process is that people have both the desire and the

ability to participate fully in planning and carrying out educational

programs that contribute to higher levels of living and the enrichment

of their lives.

Much study and written material have been devoted to the topic of

pre-service preparation of extension workers in the various process

models of extension programs. In 1971, the Extension Committee on

Organization and Policy (ECOP) subcommittee on Program Development and

Management appointed a program development ad hoc committee to examine

program development procedures and models and their relation to the

Extension Management Information System (EMIS). In August of 1973 the

report from the subcommittee was approved for publication by the ECOP.

The ECOP (1973) report and other literature reviewed for this study

revealed that although there is no ideal extension programming model that

will fit all situations, there is a common framework that can aid in developing dynamic extension programs at any level and in any locality. Prawl, Medlin, and Gross (1984) identified the following to be a series of logical, orderly steps which they believe will result in a sound, written local plan. The main steps include:

1. a review and factual description of an existing situation,

2. analysis of the facts,

3. identification of needs and problems that concern extension service's various clientele groups, based on that situation,

4. establishment of objectives,

5. determination of objectives,

6. development of an annual plan of work that sets out priorities and deliberate courses of action,

7. implementation of the educational plan,

8. determination of progress by measuring and interpreting results, and

9. procedures to be followed in reporting and revising the program based on the new (changed) situation. (p. 62).

If rural and urban development is to be effective, regional and local governments, authorities and cooperative type organizations must be provided with change agents who have the ability to develop programs that are of benefit to the communities. These agents must understand the environment in which they work, the people and their culture and needs. Evidence indicates that the importance of utilizing programming principles in extension is focal to an effective extension system.

Agents must be taught to follow the planning methodology which looks into the local situation to determine the needs of the people in that community.

There is much literature on what steps and procedures should be followed in the development of an effective extension program and it is often noted that extension deals with a "grass-roots philosophy." Based on personal interviews with the following practicing extension specialists in Virginia, Mr. Keith Painter, Dr. Shirley Gerken, and Dr. Steve Scheneman, it is unknown whether extension program developers are following the programming principles or elements essential for developing an effective extension program at the local level. Furthermore, a review of the literature indicated that no research has been conducted to determine if the local extension programs in Virginia follow the accepted steps in the program development planning process.

Purpose of the Study

The overall purpose of this study was to develop criteria for assessing the local cooperative extension program planning process in Virginia. Specific objectives that served as a basis for accomplishing the overall purpose of the study were:

1. To identify principles that are essential for planning an effective local extension program.

2. To verify these principles with a panel of experts.

3. To formulate criteria based on the verified principles and to assess if on-going local extension programs were developed following the accepted programming principles.

4. To field test the criteria to determine the degree to which the criteria are being used as guides during the local extension program planning process.

Justification of the Study

The Cooperative Extension Service (CES) as a publicly supported educational agency is continually struggling to define its proper function and purpose in a changing society. Issues of defining appropriate target audiences, delivering quality programs in the most efficient manner, projecting a positive organizational image, and maintaining an adequate support base are being widely discussed. Some observers contend that changes have been too slow in coming and that the organization has not been responsive enough to the needs of the people; while others are critical of extension for not going far enough and believe the organization is straying from its original purpose.

In recent years, concern about the proper missions of extension has been expressed both within the government and by the public at large. In Virginia, specific questions have been raised by the Department of Planning and Budget (DPB) during its budget review. JLARC (1979) stated that DPB noted that "budget review for the extension division has been hampered by the lack of a clear definition of the scope on its role and mission" (p. 21). One wonders after such a long existence of the CES why there are still questions such as the one raised by the DPB. The question may be asked if it is the programs themselves that are not effective or, if they are not effective, is it because of the process used in developing them?

Oliver (1977) reported the result from a national task force appointed by the ECOP to study the gaps and problems associated with program development in the CES. He indicated that the following were major deficiencies in the program planning process as practiced by extension professionals:

1. Local people involved in planning do not represent all groups and interests in the geographic area.

2. There is a lack of coordination of program development with other planning groups and agencies.

3. The educational value of the program planning process isn't recognized.

4. A serious gap exists between what we say we believe about program development and what we actually do.

5. There is a lack of willingness to establish priorities.

6. There is a lack of ability to analyze data and determine problems.

7. Personal needs, biases, and interests predominate in program determination.

8. Plans of work are prepared to meet an organizational requirement and then not used.

9. A major weakness in program development is the lack of evaluation of accomplishments and/or failures. (p. 19)

Based on the literature reviewed for this study and personal interviews with practicing extension persons in Virginia there is

agreement that the findings of the ECOP study directly includes the Virginia CES and that up to the present time there have been no efforts in the state to evaluate the cooperative extension program development process in order to find ways of solving the deficiencies identified by the ECOP. The study being proposed is a step toward developing a method of assessing local program development process being used in the State of Virginia.

Limitation of the Study

The testing of the criteria in this study will be limited to a sample of extension units in the West Central District of the State of Virginia.

Definition of Terms

Programming Principle: A comprehensive and fundamental assumption serving as a rule or code of conduct for extension educators as they develop educational programs at the local level.

Extension Program Development: Flint (1974) defines extension program development as "the continuous process of working with advisory groups, analyzing situations, determining needs and problems, developing objectives, establishing priorities, implementing action and evaluating accomplishments (p. 12). As used in this study it is a continuous series of complex, interrelated processes which result in the accomplishment of the educational mission and objectives of the organization.

Criterion: Webster's (1983) dictionary defines criterion as: "A standard for judging; a rule or test, by which facts, principles, opinions, and conduct are tried in forming a correct judgment" (p. 463).

As used in this study a criterion statement implies an overall description of a set of related actions, motions, and/or operations which will be called a standard of the program planning process.

Summary

The chapter dealt with the purpose of this study, that of developing criteria for assessing the local cooperative extension program development process in Virginia, and the reason why such a study is needed. Views expressed from national studies as well as in the Commonwealth of Virginia on the subject of program development indicate that perhaps local extension agents may not be following the accepted procedure in developing programs at the local level.

CHAPTER 2

LITERATURE REVIEW

To achieve the purpose of this study, it was necessary to establish a frame of reference. Specifically, the frame of reference provides certain concepts and limitations within which the purpose will be accomplished. Without taking a critical look at certain aspects of program planning, everything about it becomes a matter of blindly hoping that all is well. Chapter 2 has been divided into four sections as follows: Section A, Competencies Needed by Extension Agents for Planning Local Programs; Section B, Historical Frame of References of the Cooperative Extension Systems; Section C, Extension Program Development Process; and Section D, Program Evaluation. These sections provide critical insight into the background of program planning and serve as a basis for understanding the final product of the study.

Competencies Needed by Extension Agents for Planning Local Programs

Leaders in agriculture and home economics extension education over the world have concluded that the principles and techniques fundamental in extension education are applicable to any country, community, locality, or village. Although adjustments or variations in the selection and use of methods and techniques have to be made to fit existing conditions and situations, the principles remain the same. These conclusions have been expressed by leaders familiar with extension in various regions of the world at meetings such as:

1. The Conference on Extension Experiences around the World called by the Extension Service and the Office of Foreign Agricultural Relations of the U.S. Department of Agriculture and held in Washington in 1949.

2. Agricultural extension development centers in Beirut, Costa Rica, and Jamaica arranged by the Food and Agricultural Organization of the United Nations in cooperation with other international organizations and agencies.

3. International agricultural extension schools and meetings in the Netherlands, Peru, Uruguay, Costa Rica, and the United States.

4. Meetings and schools for extension workers in India, Pakistan, Iraq, Iran, Egypt, Greece, Turkey, Brazil, the Phillipines, West Germany, El Salvador and Haiti (Food and Agricultural Organization Report, 1978).

Specific studies and research indicate that many different concepts and competencies are needed by extension agents in order to develop local extension programs effectively. A study by Ussery (1963) of training needs for all county extension agent positions found that most county extension personnel do not recognize the need, accept this need, or know how to function as program organizers. Leagans (1963) and McCormick (1963) presented views of extension competencies that emphasize the importance of organizer skills and abilities in providing broader extension programs. The philosophy of program development in cooperative extension work in the United States is based on principles that are widely accepted as the basis for the conduct of extension educational programs. The guiding principle is "helping people to help themselves" and the process of extension education involves working "with" people and not "for" them.

Ideally an extension agent should understand program planning principles and have the competencies that are perceived to be needed in successful extension program development at the local unit. The value of this preparation is supported in a study by Utz (1965) which revealed that agents' programming effectiveness is greatly influenced by the scope of people/problems relative to the local society and organization. The study further identified the function of the extension position to provide for the development and implementation of an informal education program with local people. Another study by Quarrick and Quarrick (1965) relative to problem solving in extension with agents in West Virginia pointed out that agents need to have a conceptual understanding of extension program development. The implications of these studies is that training exercises for agricultural extension agents must be designed in a way that agents develop the ability to examine the needs and priorities of particular local situations and transform them into programs.

A study entitled "County Extension: Program Development, A Descriptive Study," by Dohr and Finley (1979) involving 48 counties from 16 states raised the question of program development and people involvement. The purpose of the investigation by Dohr and Finley was threefold:

1. To determine how, in practice, an extension agent in a county develops programs.

2. To determine if local citizens are involved in this development and, if so, how they are involved.

3. To determine what factors and citizens influence the decision in that development.

Dohr and Finley (1979) concluded that local citizens and their cultural patterns do influence program development decisions as does natural phenomena, time, economic factors, national issues, legislation and extension personnel.

The ECOP (1973) report on "Extension Program Development and Its Relationship to Extension Management Information" provided not only a conceptual framework for program development but also emphasized concepts and competencies (knowledge and skills) which the ad hoc committee recognized as important for those involved in program development.

The six basic concepts for extension program development identified in the reports were:

1. institutional framework,

2. program development, organizational base,

3. program determination,

4. program strategy,

5. program action, and

6. program evaluation.

The committee emphasized that if there is no understanding and acceptance of the specific need of each concept by those staff members in each unit, they are of little consequence. The committee further noted that "recent experience in increasing program emphasis with those audiences who have traditionally been non-participators has emphasized and reconfirmed our need to re-emphasize the basic philosophies, concepts, and processes in program development" (p. 12).

A study conducted by Clifford, Gary and Edwards (1979) used 1,250 extension agents in 8 states to develop a suggested performance evaluation system. In this study an extensive listing of knowledge areas, skills, abilities and other characteristics were identified through use of a job analysis questionnaire. Clifford, Gary, and Edward (1979) stated, "since few agents operated exclusively in a single program area, an operational definition of job class was used based on the percent of time spent in a program (emphasis) area" (p. 13).

Some 14 major functional duties were identified. Of these 14, the following four can be considered to lend considerable support to the researcher's study:

1. program planning and development,

2. program evaluation methods,

3. educational program development, and

4. educational evaluational methods,

Soobitsky and Cunningham (1971) studied the training needs of urban 4-H extension agents who were working with disadvantaged clientele. The agents were from 12 northeastern states and their tenure was less than 5 years. These extension agents were asked to respond to 9 areas of competency and the result of the study showed that the majority perceived the statements under the areas of effective thinking and technical knowledge to be of equal importance to their job followed by both social system and program planning and development. Strickland (1971) concluded that there existed gaps between extension agents and county extension agent chairmen as to what the other was doing, thereby hindering total staff writing toward overall extension objectives (pp. 249-250).

Program determination must be based on a critical comprehensive analysis of local, area, state, national, and global situations and reflect the problems of people and the environment in which they live. Programs must be close to the people, geared to meet their needs, and directed toward developing community resources and opportunities. Extension education begins where people are, but must be able to guide them to a higher level of learning, relating the objective of the sub-system of a specific learning situation to the macro-objectives of the total educational system.

Section Summary

This section has revealed studies that have been undertaken to determine competencies that are needed by extension agents for effective program development. The following are some of the competencies:

1. organizer skills,

2. ability to recognize the needs of the people,

3. ability to work with people,

4. understanding of planning strategies,

5. ability to teach,

6. ability to determine objectives, and

7. ability to collect data and analyze facts.

The section also identified concepts which a national study found to be basic for extension program development. The following are the identified concepts:

1. institutional framework,

2. an understanding of program development, organizational base,

3. an understanding of program determination,

4. an understanding of program strategy,

5. an understanding of program action, and

6. an understanding of program evaluation.

SECTION B

Historical Frame of Reference

The Foundation of the Cooperative Extension Service in the United States

Extension work is an out-of-school system of education in
which adults and young people learn by doing. It is a
partnership between the government, the land-grant colleges,
and the people, which provides service and education designed
to meet the needs of the people. Its fundamental objective is
the development of the people. (Kelsey & Hearne, 1963, p. 3)

The underlining function of the Cooperative Extension Service in the
United States stated in its early days still holds true today. Records
of the origin and beginning of this distinctly American institution are
an important part of American history. When Abraham Lincoln signed the
Morrill Act in 1862, creating the basis of the system of land-grant
colleges, it is probable that his deep-seated concern for the common man
controlled his actions more than any superhuman vision of the great
system of extension education which has come to be envied worldwide.

Be it enacted by Senate and House of Representatives of the
United States of America in Congress assembled, that there is

hereby established at the Seat of Government of the United States a Department of Agriculture, the general design and duties of which shall be to acquire and to diffuse among the people of the United Stated useful information on subjects connected with agriculture in the most general and comprehensive sense of the word, and to procure, propagate, and distribute among the people new and valuable seeds and plants.

And it be further enacted that it shall be the duty of the Commissioner of Agriculture to acquire and preserve in his Department all information concerning agriculture such as can be obtained by means of books and correspondence and by practical and scientific experiment (accurate records of which experiment shall be kept in his office), by the collection of statistics, and by any other appopriate means within his power; to collect, as he may be able, new and valuable seeds and plants; to test by cultivation, the value of such of them as may require such tests; to propagate such as may be worthy of propagation, and to distribute them to agriculturists. (Section 3).

And be it further enacted that the Commissioner of Agriculture shall, as Congress may from time to time provide, employ other persons, for such times as their services may be needed, including chemists, botanists, entomologists, and other persons skilled in the natural science pertaining to agriculture. (Section 4, p. 32) as cited in Kelsey & Hearne (1963)

Extension extends to the citizens life-long learning experiences in subject areas supported by the research base. Extension educational programs are developed to meet the changing needs of a diverse public through a process of people involvement. This process involves people in identifying their needs, problems, and opportunities; studying their resources; and arriving at desirable courses of action to meet their needs. The basic philosophy of this process is that people have both the desire and the ability to participate fully in planning and carrying out educational programs that contribute to higher levels of living and the enrichment of their lives. Americans recognized early the responsibility of the government to provide practical education as distinguished from the classical type.

The need for scientific knowledge in agriculture in the early part of the 19th century was emphasized by:

1. the closing of the land frontier,

2. the distance of producing areas from the markets,

3. crop specialization,

4. growing credit needs,

5. changing cultural problems, and

6. the need for abundant food at reasonable cost. (Kelsey & Hearne, 1963, p. 3)

Legislative History of the Cooperative Extension System

To have a clear understanding of what is implied by the term cooperative extension one must understand the basic laws upon which the system was built. It is a good illustration of the principle of

"grant-in-aid" by the federal government to the states. It is an expansion of the land-grant college far beyond the college campus and demonstrates the value of utility in education. The federal acts with basic influence on cooperative extension work are the first Morrill Act of 1862, establishing the land-grant college movement, the second Morrill Act of 1890 providing for further support to land grant colleges, and the Smith-Lever Act of 1914 which established cooperative extension.

The Morrill Act of 1862

This act provided grants of public land to states for the establishment and maintenance of at least one college (in a state) where the leading object was the teaching of branches of learning related to agriculture and the mechanic arts, including military tactics, in such a manner as the legislature of the states might respectively prescribe in order to promote liberal and practical education of the industrial classes in the several pursuits and professions of life. Through this act, the federal government was endowing state educational institutions with no federal supervision of methods of instruction and with little limitation on what or how it was to be taught. Significant features were the recognition by the federal government of the value of education to the nation and, in the words of Mr. Morrill in speaking for a similar bill which he had introduced in Congress in 1857:

It is plainly an indication that education is taking a step
in advance when public sentiment begins to demand that the
faculties of young men shall be trained with some reference

to the vocation to which they are to be devoted through life.
(USDA Misc. Publication 285, 1946 as cited in Kelsey & Hearne,
(1963, p. 28)

The Second Morrill Act of 1890

This Act increased the federal financial support for land-grant
colleges. It was much more specific as to its object. Federal funds
were to " be applied only to instruction in agriculture, the mechanic
arts, the English language—with special reference to their application
in the industries of life" (Kelsey & Hearne, 1963, p. 28). Discussions
in Congress by Senator Morrill placed great emphasis on the fact that
land-grant colleges are to teach practical subjects which are "needed ."
He also said "We want a system of broader education for the American
people in the art of peace, and especially in agriculture and mechanic
arts" (Kelsey & Hearne, 1963, p. 28).

The Smith-Lever Act of 1914

This act is the foundation upon which the whole cooperative
extension system was built. The early pioneers in the farmer's
institutes and other extension activities of the state colleges felt the
need for a year-round service in the counties and for more adequate
financing. A demand arose for federal appropriation for extension work.
But six years were to pass before the demand was answered in the form of
the Smith-Lever Act. President Kenyon L. Butterfield of the
Massachusetts Agricultural College (and later of Michigan State College)
was chairman of the committee on extension work of the Association of

American Agricultural Colleges and Experiment Stations at the meeting in Washington in 1908 when a strong statement favoring such action was adopted. The next six years saw various bills and many hearings occupying the time and energy of proponents of federal appropriation. The National Grange, the American Bankers Association, the National Soil Fertility League, the National Committee on Agricultural Education and the American Federation of Labor all had a hand in the growing movement.

A number of acts were passed between 1914 and 1945 providing for further development of cooperative agricultural extension work. These acts were repealed and the Smith-Lever Act of 1914 was amended in 1953 to consolidate these various acts.

The amended Smith-Lever Act provides that:

In order to aid in diffusing among the people of the United States useful and practical information on subjects relating to agriculture and home economics, and to encourage the application of the same, there may be continued or inaugurated in connection with the college or colleges in each state, territory or possession, now receiving, or which may hereafter receive, the benefits of the Morrill Land Grant College Act of 1862 and the Morrill College Endowment Act of 1890, agricultural extension work which shall be carried on in cooperation with the United Stated Department of Agriculture.

Cooperative agricultural extension work shall consist of the giving of instruction and practical demonstrations in agriculture and home economics and subjects relating thereto

to persons not attending or resident in said colleges in the
several communities and imparting information on said
subjects through demonstrations, publications, and otherwise,
and for the necessary printing and distribution of
information in connection with the foregoing; and this work
shall be carried on in such manner as may be mutually agreed
upon by the Secretary of Agriculture and the state
agricultural college or colleges receiving the benefits of
this Act. (Kelsey & Hearne, 1963, p. 29)

Kelsey and Hearne (1963) provided a brief summary of the principle
provisions of the Act as follows:

1. Cooperative Character of the Work

    a. It must be carried on in connection with the land grant
       college in cooperation with the U.S. Department of
       Agriculture.

    b. It enables the use of plans which are mutually agreed upon
       by the Secretary of Agriculture and the land-grant college.

Procedure: The director of extension draws up, through the state
extension staffs, plans of work that include the estimated funds
necessary for personnel, expenses, and materials to carry them out,
subject to the approval of the dean and trustees, regents or curators of
the land-grant institution. The plans are then forwarded to the
administrator of extension, U.S. Department of Agriculture, who with the
federal extension staff, checks them for final approval.

2. Wide Scope of Work

    a. It provides that work is to be with persons not attending
or resident in land-grant colleges. There is no
limitations as to age, sex, race or business.

    b. The subject matter scope is practically unlimited; it
includes "the giving of instruction in agriculture, home
economics and subjects relating hereto.

3. Educational Character of Work

    a. Cooperative extension work is a function of a land-grant
college. The Morrill Acts provide that these colleges are
to teach.

    b. The Act specifies that the "work shall consist of the
giving of instructions."

4. Emphasis on the Demonstration

    a. The work "shall consist of the giving of practical
demonstrations."

    b. It shall impart "information through demonstration."

5. Finances and Distribution Based on Rural and Farm Population.

The need to extend the benefit of extension work to the rural Black
population was recognized early. Kelsey and Hearne (1963), stated:

    The first Negro agent was appointed in 1860 by the U.S.

    Department of Agriculture in cooperation with Tuskegee

    Institute in Alabama, and another was appointed in cooperation

    with the Hampton Institute in Virginia. By 1914, there were

    100 Negro men and women agents in 11 states. Subsequent

legislation put emphasis on work with boys and girls,

out-of-school youths, women and on standard of living, better

marketing, and distribution, farm and home building, farm and

home planning and nutrition. (p. 36)

This specific broadening of the scope raised an interesting question in

the researcher's mind which led him to do an additional review of

literature on what the early founders of extension really regarded as its

purpose.

The following interpretations of the objectives of extension work

were made by early leaders and legislators:

To readjust agriculture and place it upon a basis of greater

profit, to reconstruct the rural home, and to give country

life an attraction, a dignity and potential influence it has

never received. (Dr. Seaman A. Knapp, U.S. Department of

Agriculture)

To teach the farmers the best methods of increasing

production is exceedingly important but not more vitally so

than is the importance of teaching him the best and most

economical method of distribution. It is not enough to teach

him how to grow bigger crops, he must be taught to get the true

value for those bigger crops, else Congress will be put in the

attitude of regarding the work of the farmer as a kind of

philanthropy. The itinerant teacher or demonstrator will be

expected to give as much thought to the economic side of

agriculture, to marketing, standardizing and grading of farm

products as he gives to the matter of large acreage and yields.
He is to assume leadership in every movement whatever it may
be, the aid of which is better farming, better living, more
happiness, more education and better citizenship. (Hon. A.F.
Lever, Chairman of the House Committee on Agriculture and
Co-author of the Smith-Lever Act)

To teach those who have a desire for information and to
create a desire for information in those who do not yet have
the desire. Boys and girls should be assured of the
opportunity in 4-H club work of being artists as well as
workers; of being service bearers of the world, as being
profit-takers for themselves; of being truth-builders as well
as being busy in affairs. We must recognize and admit to all
concerned that the 4-H club work is essentially an educational
process affecting the habits of workmanship; habits of
individual's thought and behavioral habits of social thought
and behavior of the boy and girl, at the same time that the
club work is building up an outside industry called
agriculture. (Dr. C.J. Galpin, USDA, 1930, as cited in Kelsey
and Hearne, 1963, p. 35)

In discussing "Goals of Extension Work," F.D. Farrel, then
president of the Kansas State College of Agriculture, mentioned five
objectives that he considered to be a major importance in extension
work:

1. To develop understanding and appreciation of rural values,

2. To promote an understanding of rural problems,

3. To develop practical methods of solving rural problems,

4. To make rural life more satisfying and beautiful, and

5. To promote improved integration of farming and rural life

with other activities and interests of the nation.

(1938, as cited in Kelsey and Hearnes, 1963, p. 35)

Marsha Van Rensselear has been described as a pioneer in extension work for women. The words of her personal friend and fellow director, Flora Rose, interpretes Miss Van Rensselaer's ideal of home economic education.

The ideal upon which home economics was conceived was,

like Marsha Van Rensselear herself, magnificent in its

simplicity--its concerns was to enrich the daily lives of

women--to make meaningful to them the task which were theirs

to perform by the creative use of the experience which the

average woman's environment supplies--it was conceived as a

means by which women's minds could be trained, their

capacities released, and their deepest desires satisfied

through growth in understanding and direction of their own

normal social functioning. (Cited in True, 1928, p. 133)

The Home Bureau Creed has been widely used to show the general objectives of the extension service:

To maintain the highest ideals of home life; to count

children the most important of crop; to so mother them that

their bodies may be sound, their minds clear, their spirits

happy, and their characters generous.

To place service above comfort; to let loyalty to high

purposes silence disordant notes, to let neighborliness

supplant hatreds; to be discouraged never.

To lose self into generous enthusiasms; to extend to the

less fortunate a helping hand; to believe one's community may

become the best of communities; and to cooperate with others

for the common ends of a more abundant home and community

life. (True, 1928, p. 135)

Congress appropriated additional funds for expansion of the

extension program beginning July 1, 1954. It was designed to stimulate

projects along three lines. These were on-the-farm counseling, public

affairs and marketing. In 1965, the State Technical Act was enacted to

promote the economic growth of the states and the nation. The era

starting with 1968 saw the appropriation of funds for the Expanded Food

and Nutrition Education Program (EFNEP) which involved the use of

para-professionals as technicians to provide information about nutrition

to low income families. In 1972, the Title V Rural Development and

Small Farm Research and Education Act was enacted to encourage rural

development through community resource development programs in

cooperation with research resources of universities. To enable the 1890

and 1862 institutions to combine resources to develop and carry out

programs for people who had not been reached in 1972, the Environmental

and Consumer Protection Act was enacted.

Organizational Structure of the Cooperative Extension Systems

The extension service is a cooperative arrangement between the land-grant institutions and the United States Department of Agriculture. It is legally known as cooperative extension service. There is an extension service for each state, each territory, and the United States Department of Agriculture. They are bound together through agreements in line with the basic federal legislation, the Smith-Lever Act. This act provides that there may be inaugrated in connection with the college or colleges in each state now receiving the benefits of the act of Congress approved July 2, 1862 agricultural extenion work which shall be carried on in cooperation with the United States Department of Agriculture (Kelsey & Hearne, 1963). Each state extension service thus is by law, a part of the land-grant institution for the state.

National Extension Service

The extension service in the United States Department of Agriculture exists to do things which the states' extension services cannot do readily or easily. It mobilizes, interprets and prepares the resources of the United States Department of Agriculture for the use of state extension services. It interprets area, national and international situations. It obtains and organizes the active cooperation and support of regional and national groups and it approves cooperative projects that involve the use of federal and federal offset funds. Appointments are made of each state director of extension and the national organization informs the public about state extension programs and the progress made toward carrying them out.

The patterns of organization may change in detail from time to time, but the principles are similar to those of state services. The administrator of the extension service of the United States Department of Agriculture is responsible to the Secretary of Agriculture. They have people under their direction to help carry out the function of the cooperative extension service; these administrative, supervisory, and specialized personnel assist the state extension services in those fields that relate to the work of the national extension service. Thus, the cooperative extension service organization has three major units: the county, the state, and the nation. Each has an organizational pattern adapted to the work of the unit. Three lines of work run throughout: administrative, supervisory (specialized and general), and organizational services. The cooperative extension service is a branch of the land grant college system extended to include cooperation with people in the respective counties.

State Extension Service

The plan of organization of the state extension service may be classified into distinct types. There are variations from each type, but in general the following descriptions apply. In most states the dean of the college of agriculture is also director of the cooperative extension service. A variation of this is where the dean is also director with an assistant, associate, or vice-director of extension responsible to the dean of the college of agriculture. Another type is the university with state colleges of agriculture and home economics. The director of extension is responsible jointly to the deans of both of

these colleges for their cooperative extension work. Under this arrangement
the state colleges with the director of extension is responsible to the
president of the institution. This director may also be responsible for
all extension work done by the institution in general and in cooperation
with county extension agents. The titles for these positions vary state
by state. Through this line organization pass the administrative and
supervisory responsibilities of the service. Some of these are organizing
the services for the most efficient work; personnel selections, training and
management; determining and carrying out policies; developing programs and
making plans to carry out the purposes and objectives of the program;
evaluating the effectiveness of the organization and of the work to the
public; arranging for funds to finance the work; establishing and
maintaining satisfactory relationships between the college and the county
cooperating groups; and reporting to officials and to the public.

County extension services need specialized assistance. Such
specialized help is given by the state extension services through its
staff organization composed of specialists in various subject matter
fields. These extension specialists keep county workers informed on
research development and interpret data so that it may be properly
applied toward the improvement of farm, home, and rural conditions.
The specialist performs a staff function and is not responsible for
administrative matters. They are responsible to the state director, or
to the head of their subject matter department or to both. The state
extension service includes a group of offices whose functions are to

service the operation of the entire organization. Accounting and editorial offices are examples of these auxilliary offices. Functions performed by personnel in such activities as information, radio, visual aids and exhibits are similar to those performed by other specialists when they are training county workers. The director is responsible for evaluating the results of the program and the work of staff. This requires an evaluation procedure under the guidance of a specially trained staff member who is responsible to the director. These persons may also serve in a specialist capacity when training other staff members in evaluation methods.

County Extension Service

In addition to the memorandum of understanding between the land-grant colleges and the United States Department of Agriculture, there is an agreement between the state and counties for the conduct of extension work in each county. In some states this agreement is implied; in others it is in the form of a definite memorandum. The cooperating group within the county may be the informal leadership through which county agents work; it may be a definite organization which, in many states, has a legal basis for cooperation; or it may be the governing body of the county. This group has either legal or implied responsibilities for jointly directing the work in the county with the state extension service determining programs, approving personnel and plans, determining budgets, providing the local funds necessary to finance the program and carrying out agreed plans. The county extension office is the unit by which the objectives of the

cooperative extension service are attained as it works with rural people. The members of the county staff are key people in the extension organization. They perform these main functions:

1. As teachers they help rural people to discover and understand their problems and acquaint them with possible solutions and encourage their adoption.

2. As leaders they are alert to situations affecting the welfare of farm people and help them to find solutions to problems arising from these situations.

3. As organizers they help farm people to understand how group action may improve their situation.

More specifically the county extension agents act as local representatives of the state land-grant institutions and the United States Department of Agriculture. As such in each county they maintain an efficient county center and office for serving farm people. The rural leadership of the county and community is a definite part of the extension organization.

Outline of Organization, Cooperative Extension Service

Figure 1 shows the level at which governments may give authority and funds to the various parts of the service. Contractual relationships are covered by written agreements, for example, between the land-grant colleges and the U.S. Department of Agriculture, between land-grant colleges and counties, and in some states between the county government and the sponsoring organization.

Government Level	Direct Financial Area of Responsibility
FEDERAL CONGRESS	United States Department of Agriculture Secretary of Agriculture Administrator of Extension
STATE LEGISLATURES	Land Grant Institutions President of Governing Board Colleges of Agriculture Research/Teaching Cooperative Extension Service Director of Extension Supervisor and Specialist Human Resources/Home Economics
COUNTY GOVERNMENT	County Sponsoring Organization County Extension Service County Extension Agents
CITIZENS	Leaders, Members and Cooperators

Figure 1: Financial areas of responsibilities by governmental levels.

Note. The above chart shows the level at which government may give authority and funds to the various parts of the service.

Extension director is the administrator of the extension service in the state. The directors' responsibilities involves all those things that will further the objective of the extension service within that state, however, some of the duties and responsibilities are delegated to others. Keffer (1982) identified the following to be the principal duties of state extension directors.

1. To develop a plan of administrative organization.

2. Personnel selection and management.

3. Policy determination.

4. Program determination.

5. Supervision.

6. Evaluation.

7. Finance (arranging for funds to finance programs). This may involve arrangements with:

    a. the land-grant college president and governing board,

    b. the dean of agriculture (in some states),

    c. the federal extension service office,

    d. the state legislature,

    e. the county appropriating units, or

    f. the local contributing groups.

8. Relationships. Those with whom the director must strive to maintain good relationships are:

    a. associates,

    b. federal extension officers

    c. college or university president,

d. the deans of the colleges the directors of the experiment
stations and other college staff members,

e. agencies, both federal and state that have agricultural
programs,

f. general farm organizations, and

g. the public.

9. Reporting to officials and to the public. (p. 12)

Supervisors or State Leaders. Kelsey and Hearns (1963) gave the
following summary of the activities of extension supervisors:

1. Director of field operation—endeavoring to keep the extension
organization functioning smoothly in his/her territory, seeing that
local funds are available to assure the employment of an adequate staff
and the necessary accessories to efficient operation.

2. Planner—drawing upon organizing and coordinating the resources
of local people and of the state colleges and the United States
Department of Agriculture in developing and carrying out a program for
improving the home life and agriculture of his territory.

3. Teaching—training the extension agents in the best methods of
working with people as programs are developed to improve local
situations.

4. Appraiser—studying both work and workers; constantly
evaluating the work to see that it fits the current as well as the
long-time need, and constantly evaluating the worker to see if he or she
is using the best means of making the work influence the greatest
possible number of people.

5. Above all, he or she is a leader, teaching by example; stimulating county extension agents to attain a position of responsibility and leadership in agriculture and homemaking in their respective counties with the result that the whole rural population has a greater satisfaction from living. (p. 17)

Subject Matter Specialists. In backing up the work of agents in counties, the subject matter specialist groups, like the supervisory groups, are concerned with the improvement of teaching. Specialists view the whole program and relate subject matter to all phases of program making and execution. Five broad groups of functions are performed by subject matter specialists namely:

1. Planning functions.

2. Teaching functions.

3. Directing teaching activities.

4. Conducting field studies to increase the effectiveness of the work in their respective subject matter lines and preparation of teaching materials.

5. Serving as project leader for special activities.

In order that the work of specialists may be coordinated to help solve problems involving one or more subject matter fields, someone may serve as the leader of specialists. Such a person bears the same relation to the specialists as supervisors. Kelsey and Hearne (1963) identified the following duties which are largely planning and coordinating to be those of such a person.

1. Keeping state and county extension workers up-to-date with regard to the findings of science and their application to the solution of farm and home problems.

2. Serving as a bridge between subject-matter research departments and field extension workers; interpreting the results of research in terms of desirable farm and home practices.

3. Assembling and analyzing facts clarifying problems in the subject-matter field, studying the status of his/her enterprise throughout the state and the nation.

4. Helping county agents to develop sound county and community programs in which subject matter is correlated to best serve the interest of the farm and home as a family unit.

5. Assisting agents in the effective use of teaching methods peculiarly adapted to the subject matter involved.

6. Backing up the county programs with suitable state-wide publicity, popular bulletins, form letters, motion pictures, film strips, slides, exhibit materials, and other teaching aids.

7. Making studies to determine successful and unsuccessful methods of organizing and conducting extension teaching in the particular subject-matter field.

8. Outlining measuring devices and procedures applicable to the subject-matter problems being attacked and assisting agents in their use.

9. Handling direct teaching of rural people within the county in such a manner as to strengthen the position of the county worker and

enable him to better meet subject-matter problems arising after the specialist's departure. (p. 74)

County Extension Worker. The county extension workers are by far the largest and a very important group in the cooperative extension service. As the official respresentative of the state land-grant institution and the United States Department of Agriculture, living in the county in daily contact with men, women, boys and girls in actual life situations, the county extension agent is in a strategic position to study the problems and serve the needs and interests of the people. The duties of the county extension agent are legion, and he or she must be constantly alert to the social and economic changes that vitally affect the lives of farm people. As extension is a voluntary form of education, the success of the county extension worker is largely determined by the degree of confidence that rural people come to have in the local representative of the extension service. Kelsey and Hearne (1963) stated that various kinds of county extension workers perform similar functions. The following statements of duties, outlined in part by extension classes, are suggestive of the type of training that needs emphasis. It is a composite statement for all types of county workers.

1. Represents the state land-grant institution and the United States Department of Agriculture in the county in carrying on an educational program to improve rural life.

2. Studies the county, its people, and its agricultural and rural life to ascertain its problems and possibilities.

3. Develops or aids in maintaining the necessary organization of rural people to help determine and carry out the county extension program.

4. Develops with the people of the county a long-time and current agricultural and rural life educational program based on the major problems and needs of the individual--adult and youth--and families.

5. Develops rural leadership.

6. Assists local organizations with their educational programs when their objectives coincide with the objectives of the county extension program.

7. Promotes friendly relationships and the coordination of activities of all agricultural and country-life groups within the county.

8. Maintains a public office where rural people and others may call, telephone, or write for information on all problems relating to agriculture and rural life.

9. Keeps informed regarding social and economic changes affecting the farms and homes of the county, and keeps up-to-date professionally through attendance at conferences, reading, participation in in-service training courses, and otherwise.

10. Develops interest and cooperation of various organizations and individuals in the solution of farm, home, and community problems.

11. Assists local leaders by supplying supplementary material, visiting farms and homes, and providing helpful literature.

12. Arranges for help of specialists.

13. Provides information to individuals and groups other than those regularly organized.

14. Helps evaluate work done by obtaining and analyzing records and preparing statistical and narrative reports for county, state, and federal use.

15. Encourages the interest and cooperation of various organizations and of rural people in the development of boys and girls through club work.

16. Assists people in the communities in the organization of local 4-H Clubs, in the selection and training of local leaders, and in the development of club programs. (p. 77)

Organizing for Planning

Organizing for planning is an ongoing continuous process that is carried out at all levels of government. Organization for planning a program includes: all the human and material resources brought together for the purpose of dealing with a situation, the method utilized in bringing the needed resources together and the utilizing of the organized resources for the purpose of planning, conducting and evaluating the final program. Kincaid (1962) defined organization as the step of bringing together in an organized manner the available human and material resources as delineated in the written plan (p. 13). Methods used for organizing resources to develop extension programs differ from place to place depending upon the local situation, the people to be reached, and the abilities of the extension personnel. Six

commonly used methods for guiding the organizational activities were identified from the literature.

1. A representative county committee plans a county program after problems and needs have been discussed at the community meetings. Intergrated programs are developed by this method more than by any other method. The county extension workers need special abilities or experiences to use county committees successfully.

2. Discussion of problems and drafting on the county level by selected representatives from townships or communities and representatives from organizations and agencies, serving as county program building committee.

3. Discussion of problems and drafting of a program by a county committee which is not representative geographically by major interest. Literature revealed that method 2 and 3 are undesirable for starting program development. When members are selected from among people who are interested it is easy to organize and obtain participation in program development.

4. Programs largely planned by the agents through personal consultation with leaders and well informed people of the county not organized into a program planning committee. Generally, this is considered ineffective and undesirable, but extension staff members considered this method to be a logical approach in the absence of proper organization.

5. Agents plan the program from their own knowledge after a mail survey, or by selection from a list of projects prepared at the college. This method is not considered a desirable way to determine a program.

6. Programs determined by community or special interest committees not organized as a county program planning group. Some states use this method for determining the agricultural phase of the program.

Representatives and Selection of Committee Members

The philosophy of the cooperative extension service is based on the fundamental belief that the planning of county extension programs should be a joint effort of the people and the county extension staff. The question is not whether lay people should or should not be involved in planning extension programs, but rather how should they be utilized in the planning process in order to reap the maximum benefit from their involvement. Here is where the author thinks knowledge of the concepts and principles of group dynamics and group formation and maintenance in particular, on the part of the extension workers, becomes imperative. If that assumption is accepted then the logical question that comes to mind is who should be involved in this process. It is obvious that everybody cannot be involved, therefore, a committee must be selected to perform this task. There have been many criteria developed for the purpose of determining committee representation.

Powers (1963) in his research established the following standards for representative membership:

1. rural,

2. urban,

3. civic,

4. the adult age groups, and

5. all socio-economic levels. (p. 82)

Other important factors in membership selection deal with the personal characteristics of the individuals. Richert (1957) suggested that those selected for membership should exhibit leadership traits, have interest in program planning and possess a perspective beyond the boundary of their special group interest. He also continued by stating that the agents are in the best position to select the planning committee members, but that each such selection should be approved by the group represented.

The different methods identified for organizing allows the author to conclude that the idea of representativeness and the method of selecting committee members will vary from place to place depending on existing situations in the county. However, it is important to realize that the organizational objectives and the identification of relevant social systems should serve as guidelines for membership selection. The method for organizing and the membership selection process not withstanding, the role of the planning or advisory committee must be clearly defined.

Role of County Planning Committee or Advisory Lay Committee

The basic idea of involving people in extension program development fits in with the concepts of social action, and learning theories that true involvement of people from the beginning stage will result in: (a) greater awareness and interest, (b) better understanding of conditions in their areas of program, (c) stronger feeling that the program is theirs, (d) greater unity of spirit--cooperativeness, (e)

stronger commitment to go ahead, and (f) greater sense of responsibility and leadership development.

Therefore, the major roles of the planning committee include: (a) to assist with developing policies for program planning, (b) to determine general scope of organizing for planning, (c) to serve as a sounding board for ideas and organizing for planning, (d) channel information on immediate problems to the staff, (e) help to gather background facts and information concerning the county, and (f) coordinate and give direction, recognition and advice to individuals, organizations and groups carrying out the extension programs.

Section Summary

This section has covered the foundation of the Cooperative Extension System in the United States organizational structure (national, state and local) and responsibilities of the extension personnel.

The literature revealed what has made the extension system an American institution. Though the mandate for extension was granted by Congress, each state and county has the responsibility to develop programs that will benefit its people. This mandate is not only limited to assigned responsibilities but extends to:

1. Proper cooperation between United States Department of Agriculture (USDA) and the states and between the states and counties.

2. Coordination between USDA and states and between states and counties.

3. Proper exchange and flow of information between the three levels.

4. Respect for each level's territoral integrity.

The section also revealed some of the major objectives that guide the cooperative extension service which are recognized as follows:

1. Fundamental all-inclusive objectives of society, e.g., the good life, better citizenship, democracy, the development of the individual.

2. The general but more definite social objectives; e.g., helping rural people to have better home living.

SECTION C

Extension Program Development Process

To ensure that the final product of this study was developed based on a comprehensive understanding of the extension program development process, the author conducted additional reviews of literature on the philosophy of extension program development.

Philosophy of Extension Program Development

The philosophy of program development in cooperative extension work in the United States is based on principles that are widely accepted as the basis for the construction of extension educational programs. The guiding principle is helping people help themselves and the process of extension education involves working with people and not for them. The process of extension program development is fundamental to cooperative extension work. There are two basic concepts relevant to the planning

of extension programs. One concept is concerned with program planning itself, and the other concept is concerned with people involvement in the program development process.

Extension agents are in the business of problem-solving. Problem-solving involves not only diagnosing the problems but also helping to plan programs that will achieve the desired objectives of solving those problems. There are four situations where decisions and judgments are critical. Therefore, decisions in program development tend to cluster into four processes. These four processes are: program determination, program strategy, program action, and program product.

Program development is a process of planning, implementing, and evaluating an educational effort. It is a series of deliberate, thoughtful considerations that lead to a thoroughly prepared and well-executed plan of action. Four basic points guide the program-development process. These were developed during 1972 and 1973 by the program development ad hoc committee of the National Extension Committee on Organization and Policy (ECOP). They are as follows:

1. Expressed needs of people. Audience or people generated programs focus on their expressed needs, interest and concerns and are the result of local program development committees. The viewpoint of the clientele is the cornerstone of effective extension programs.

2. Analysis of environment and other conditions of society. The careful analysis by professionals such as agents, specialists, special technical and industrial groups and by community groups, the environment and contemporary life broadens the program perspective and focuses

programs on societal needs. Socio-economic trends are analyzed and emergency problems are identified. The breadth and balance of educational programs are enhanced when they are built upon the framework.

3. Emerging research results. As new knowledge becomes available or new technology is developed by research and interpreted by specialists, it is possible to incorporate this into program determination, which then results in educational programs based on these new findings.

4. Administrative response to recommendations and pressures of cooperative extension support groups. There are many educational institutions, legislative bodies, government agencies, organizations, advisory groups, and special interest groups who have interest and concern for extension education programs. Their viewpoints and pressure must also be considered in program determination, especially when funding in the political process is involved. (ECOP Report, 1979)

The program-development process follows a series of logical, orderly steps which results in a sound, written document. Prawl, Medlin and Gross (1984) identified the main steps as follows:

1. A review and factual description of an existing situation.

2. Analysis of the facts.

3. Identification of needs and problems that concern extension services' various clientele groups, based on that situation.

Establishment of long-range goals to meet these needs are:

1. Determination of annual plan of work that sets out priorities and deliberate courses of action.

2. Implementation of the educational plan.

3. Determination of progress by measuring and interpreting results.

4. Procedures to be followed in reporting and revising the program

based on the new (changes) situation. In actual practice, program

development is not a continuous process.

It can be visualized as a never-ending spiral that ascends to an

ever higher plane on a month-to-month and year-to-year basis as change

occurs (p. 62).

Historical Perspective

In looking at extension service program development, several

different approaches at various time periods have been identified.

Prawl, Medlin, and Gross (1984) described three methods used in the

early days of extension service.

The predetermined phase covered the period from the farmer's

institute days in the 1860's to approximately 1920 when men of science

made available to farmers what seemed most needed from a scientific

viewpoint. College instructors and early day agents recognized a problem

and set out to solve it.

The self-determined phase was prominent during the 1920s. This is

sometimes called the grassroots approach to program development. It is

a time-consuming procedure and caused some confusion because committees

and agents found it difficult to establish priorities.

Fact-determined programs that considered local, state, and even

national trends appeared on the scene in the late 1920s. It was a

contrast to earlier methods because it enhanced cooperation between

agents and clientele. Established facts and trends were used as a means of developing objectives. During this period, evaluation began to receive some considerations.

A partial return to predetermined phase became apparent in the 1930s. This was in response to the Great Depression when government mandated programs dictated extension programs and agent activities. In 1937, representatives of USDA and 27 land-grant colleges and universities met and drafted an agreement to resolve some of the problems at that time. Although the terms of the agreement were never fully implemented, a better understanding of the importance of a sound program devlopment process was achieved. It also recognized the importance and necessity of involving local lay leaders in planning and implementing educational programs as well as the need for increased cooperation and coordination in developing and implementing educational programs at community, county, state and national levels (pp. 63-64). Boone and Kincaid (1960) noted the decade closed with the realization of the need for local planning and involvement of representative lay persons in planning and executing programs. This era can be described as one of governmental program leadership because it combined emphasis on both predetermined emergency programs and recognition of the importance of including representative clientele in planning.

The program-development process began to mature in the 1950s. Specialists identified the steps in the procedure more precisely as they devised models that could be studied, reviewed, tested and modified. The need for program development was emphasized as post-war problems of

adjustment, over-production, rapid mechanization and migration to urban areas increased. In an effort to cope with these changes and trends and to take a forward-looking approach, efforts to project program needs were initiated. These four-five-year programs attempted to review the situation in historical terms, develop projections based on these trends, hypothesize on the problems that were present as well as those that might arise and develop objectives and action to solve them.

In the late 1950s and early 1960s an even broader approach to program development surfaced as rural development was emphasized. Extension service moved away from traditional, production oriented programs in agriculture and expanded its activities with homemakers. The scope of 4-H activities was broadened and switched from a predominately rural orientation to one that included urban and suburban youth. Administrators and specialists took a closer look at the existing situation by considering the complex social and economic factors affecting the extension service and its clientele. This updated emphasis called for closer coordination and cooperation among the numerous agencies and organizations serving rural America. Despite this broadened emphasis certain activities that focused on individual families were retained and even strengthened.

Prawl, Medlin, and Gross (1984) stated that Management by Objectives (MBO) was both a new phase and a new emphasis in extension service and other governmental agencies in the late 1960s. The concept of identifying problems and establishing management type objectives to solve them, however, was not new. The extension service had been

establishing objectives based on clientele needs since its beginning a century before. MBO, however, stressed the importance of objectives at all levels of administration. In addition, it placed more emphasis on a numerical reporting feedback and analysis system. This sophisticated data gathering, reporting and retrieval system took less of the professional's time but became less useful as a tool for program development and evaluation. It also decreased some feel for the individual and group at the local level, reduced clientele involvement in the program-development process, and placed less emphasis on the identification of long-range programs. Prawl, Medlin and Gross (1984) also stated that currently the extension service is returning to a more intimate and personal approach to developing programs. Involvement of volunteer leaders is widespread and intense. Sepcialists and other resource persons in the local communities are assuming a bigger role. Communication and leadership skills required in programming are improving on both the individual and group clientele base (p. 65.

Concept of Program Planning

Program planning is viewed as a process through which representatives of the people are intensively involved with extension personnel and other professional people in four activities:

1. studying facts and trends,

2. identifying problems and opportunities based on these facts and trends,

3. making decisions about problems and opportunities that should be given priority, and

4. establishing objectives or recommendations for future economic and social development of a community through educational programs.

Leagans (1963) stated that good program planning is primarily an intellectual activity, usually involving a study of and use of facts and principles.

Kelsey and Hearn (1963) cited the following principles of program building as essential:

1. Is based on analysis of facts in the situation,

2. Selects problem based on needs,

3. Determines objectives and solution which offer satisfaction,

4. Has permanence with flexibility,

5. Has balance with emphasis,

6. Has a definite plan of work,

7. It a continuous process,

8. Is a teaching process,

9. Is a coordinating process, and

10. Provides for evaluation of results. (pp. 145-146)

Beavers (1962), in her study concluded that program planning is a means for achieving four objectives:

1. Developing an extension program based on the problems identified cooperatively by the people and extension members.

2. Providing as favorable climate for action in regard to problems identified.

3. Developing leadership abilities among those involved in program planning.

4. Providing a basis for the evaluation of accomplishments. (p. 25)

Sander's (1966) noted that program planning included: (a) collection of facts, (b) analysis of the situation, (c) identification of problems, (d) decision on objectives, (e) execution of the plan of work, (f) determination of progress, and (g) reconstruction (p. 6).

Figure 2 is a schematic view of the commonality and similarity of views of the early and present day extension educators of what principles are essential for effective programming. Understanding the program planning process is a vital part of an effective extension system. Knowledge of program planning process by an agent is important because it involves use of imagination and reasoning on the part of the planner.

The Program Planning Process

When followed, a principle or series of principles produce specific and predicted or anticipated results. Prawl, Medlin and Gross (1984) identified seven programming principles as follow:

1. Program development is based on needs, concerns and problems of extension services' clientele. The extension service, operating as a decentralized organization, instructs each country to develop its own educational program. Thus, program development keeps in tune with local needs and problems. This contrasts with how business, industry, and governmental and educational institutions, especially those that operate in a central manner, set goals or targets by often arbitrarily allocating local units their pro rata share of the overall objective or task.

Categories of Agreement Among Extension Practitioners on Programming Principles

Sources	Collection of Facts	Analysis of the Situation	Identification of Problems Based on Needs	Objectives and Solutions	Plan of Work	Execution of the Plan of Work	Evaluation	Reconsideration	People Involvement	Continuous Process	Permanence and Flexibility	Coordinated Teaching/Learning Problem
U.S.D.A 1956	X	X	X	X	X		X		X			
Prawl, Medlin & Gross, 1984	X	X	X	X			X		X	X		X
Kelsey & Hearne 1955	X	X	X	X	X		X			X	X	X
Sanders 1966	X	X	X	X	X	X	X	X				
Adams 1962	X	X	X	X	X	X	X		X			
Taylor & Tichenor 1984	X	X	X	X	X		X		X			

Figure 2. Agreement among extension practitioners on programming principles.

2. Programming is done with people not for them. The one key to extension service's success--local representatives--are in daily contact with their friends and neighbors. Thus, they are keenly aware of community needs and problems. People have been known to ignore or even oppose a program developed by outsiders who tell them what their needs and problems are, how they should be solved and how their resources should be allocated. But the chances are great that they will support a program planned by local individuals. The broader the "people base," the more realistic and acceptable is the final program.

3. Program development is a continuous process. In a real sense extension education programs have no culminating point. When one objective is achieved, a higher or perhaps related objective is realized. Programs respond to constantly changing situations as well as demands for higher knowledge and skill levels by people. As a result, programs cannot be set in concrete, but should be flexible and capable of responding to changing needs and problems as they arise without waiting for the beginning of the next four or five year plan. Every program development model illustrates an ongoing nature (see Figure 3 developed by Houle, 1972). Rigid programs with absolute goals and terminal points soon fall by the wayside. A "live" extension program grows or changes as the needs of its clientele group change or expand.

4. Programs are based on a thorough analysis of facts relevant to a given situation. A relevant and substantial body of facts is necessary if sound programming decisions are to be forthcoming. Extension personnel are fortunate because they have access to many sources of information,

1. A possible educational activity is identified.

2. A decision is made to proceed.

3. Objectives are identified and refined.

        a. Resources
        b. Leaders
        c. Methods
        d. Schedule
        e. Sequence
        f. Social Reinforcement
        g. Individualization
        h. Roles and Relationships
        i. Criteria of Evaluation
        j. Clarity of Design

4. A suitable format is deigned.

        a. Guidance
        b. Life Style
        c. Finance
        d. Interpretation

5. The format is fitted into larger patterns of life.

6. The plan is put into effect.

7. The results are measured and appraised.

Figure 3. Decision points in the program development process.

Note. From The design of education by Cyril A. Houle (1972). San Francisco: Jossey-Bass Publishers.

reports from the Bureau of the Census, USDA state boards of agriculture, county and state vital statistics, chambers of commerce and university research centers. When local feelings and observations of a historical nature are added to facts gained elsewhere, sound decisions on program priorities and alternatives for action can be made.

5. Program development leads to greater cooperation, coordination and efficiency. Cooperation and coordination can help reduce duplication of effort, efficiently use community and county resources and increase timely and systematic implementation and orderly execution of programs.

6. Program development is a teaching-learning process. Extension professionals and volunteers learn from each other as they develop, implement and evaluate educational activities and programs. The adage "two heads are better than one" underlies this principle.

7. Through the program-development process, professionals are teaching volunteers the problem solving method of analyzing a situation, identifying major problems and developing alternative solutions. These skills can be used by volunteers to tackle their own problems and by agents and specialists who learn more about the community, its people and their potential through the process. Program development provides for the evaluation of methods and results. A simple equation illustrates the idea.

<p align="center">Description to comparison = evaluation</p>

Evaluation is intended to measure what has been done and how well it was done. The results are judged in terms of how well objectives were achieved and information gained from the evaluation process is used to

report results. It also may attempt to answer the question, "Where do we go from here?" Evaluation must be built into the program-development process at all steps, and the resources and time required for it must be allocated (pp. 67-69).

A number of program-development models have been developed over the past 15 to 20 years. The eight step model (Figure 4) is widely used in cooperative extension service today. It is a modified version of one developed by the program development ad hoc committee of ECOP. It illustrates the continuous series of complex, interrelated activities that occur throughout the process. Each of the steps in the model leads logically to the next, but each has its own operational procedures. These include the following:

1. Recognize the social, economic, political and educational forces. The base of this model represent the environment in which extension service must function. Budget, people and facility resources for extension work are provided by society. The clientele or learners of extension service are a part of society. Many forces in our environment influence program development and extension programmers must be aware of them and learn to accommodate them as they approach succeeding steps in the program-development framework.

2. Understand the extension organization. All extension professionals have a responsibility to understand the extension service and its relationship to the public because they must explain and interpret the organization to their various clientele groups. Extension

Prepare Annual
plan of work

VI

Plan a Long-
Range Program

V

Implement
the Plan

VII

Determine their
Needs and Goals

IV

Evaluate and
Report

VIII

Identify and
Involve Relevant
People

III

Understand the Extension Organization

II

Recognize Social Economic, Political and
Educational Forces

I
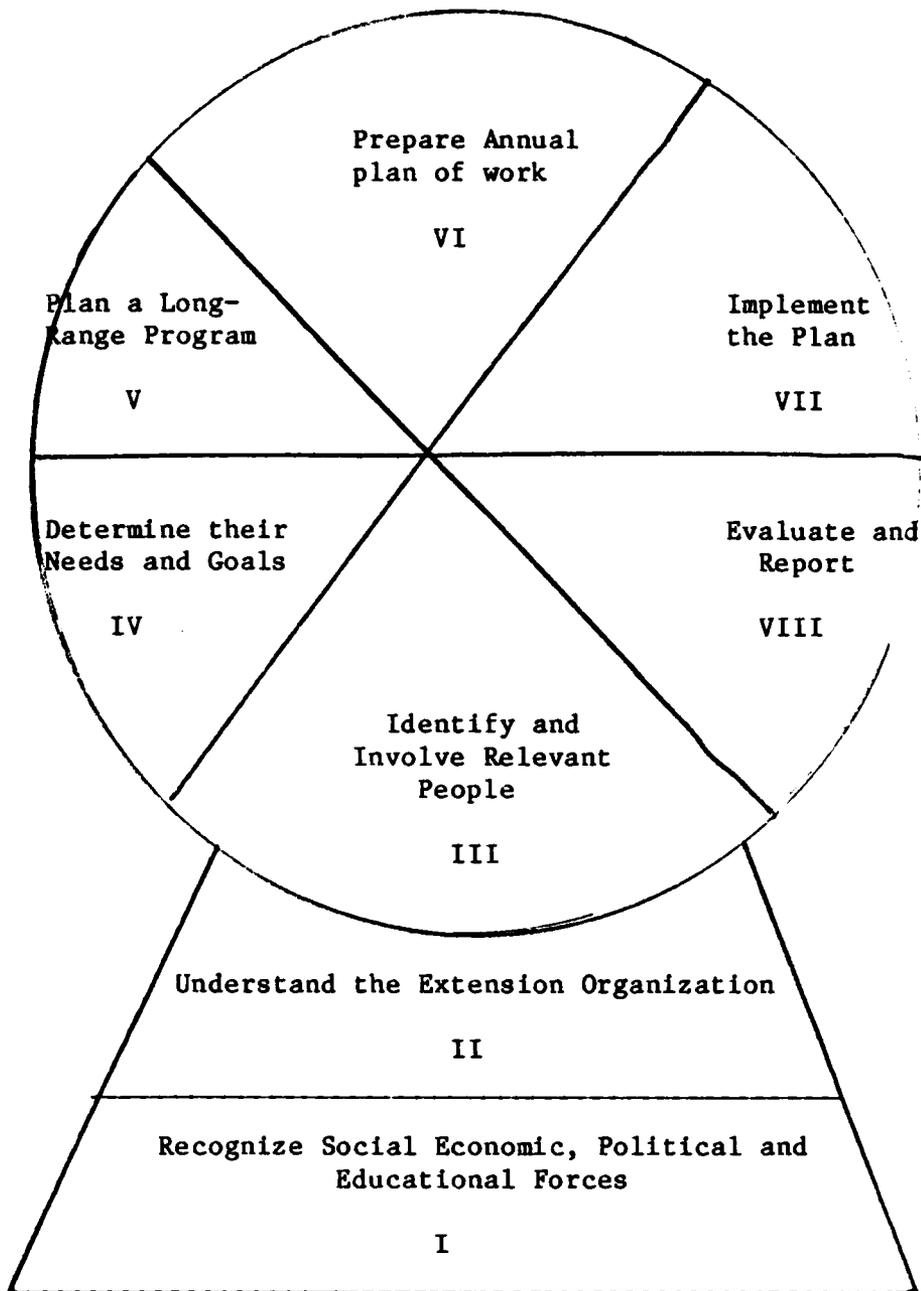
Figure 4. An extension program-development model.

workers must also be aware of how council and committee members external to the organization are elected or selected.

3. Identify and involve relevant people. Clientele involvement in the program-development process is a major strength of extension service. Corey (1953) said learning that changes behavior substantially is most likely to result when a person himself tries to improve a situation that makes a difference to him. A knowledge of the process of social action and change, diffusion and adoption is useful in program development. Involvement of people is the key to programming that results in the achievement of program goals.

4. Determine their needs and goals. The primary role of an extension staff member is to help effect desired changes in the behavior patterns of individuals, groups or communities. These changes include increased knowledge, understanding and new attitudes and skills. Before change can occur the needs of the people must be identified and translated into goals and objectives. Learner's goals and educator's objectives set direction, program emphasis and provide a guide to the expected changes in various states of program development. A common definition compared need to a gap or missing link between the existing situation and some new conditions assumed more desirable. Simply stated, need is a gap between "what is and what could be," which is illustrated in the following sketch.

```
 _____                        _____
|                   |                      |                           |
| What is--actual   |----------need--------| What could be--desired     |
|_____|                      |_____|
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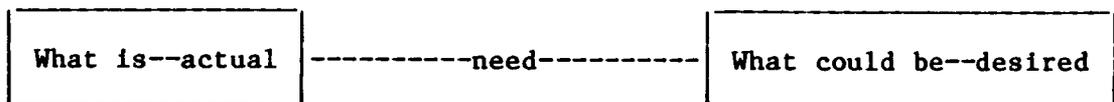
ion programs must seek to have people recognize the gap

‑‑‑ual and the possible and assist them in placing values on

obtaining the desired.

5. Plan a long-range program. The long-range program is a master strategy for the broad purpose of the extension service. It is comparable to a curriculum in a formal school setting. In the long-range program document, the needs and problems identified by the people are interfaced with the resources and capabilities of the extension organization in an extended program formally three to five years. It is here that educational principles take precedence for the extension worker.

6. Prepare annual plan of work. This permits individual extension employees within their planning units to identify the direction of their educational efforts for the coming year and to communicate these programs to others so that responsibility can be shared in implementing these programs.

7. Implement the plan. Plan implementation is associated with the educational activities outlined in the plan of work. Those involved must carefully blend subject matter and educational methodology for a proper learning setting. The task to be performed for each activity must be identified, a strategy developed and responsibilities assigned. Monitoring the process through its completion and providing for reinforcement and feedback to the planners are essential.

8. Evaluate and report. Many extension professionals consider evaluation and reporting the weakest link in the program-development

process. Much time is spent planning and implementing, but little time is spent formally evaluating and reporting.

Prawl, Medlin and Gross (1984) reported that some reasons for program evaluation include:

1. To determine what happened. Extension professionals can find new satisfaction in their jobs when evaluation techniques permit them to more accurately assess the outcomes of an educational program.

2. To improve future programs. Careful measurement and analysis can allow the extension staff member to learn methods, techniques and devices that effect the success of programs.

3. To have accountability. The extension staff members can supply information in response to the expectation of administrative or legislative bodies using information obtained through program evaluation.

4. To meet funding requirements. Many governmental contracts and agencies require evaluation as part of a project.

Reporting is the payoff of an evaluation activity. This information and the subsequent judgments permit extension professionals and interested public persons to make better decisions about educational programs (p. 78).

To maximize results, all those concerned with program development, clientele, agent, specialists and administrators, must participate in the process. If extension professionals execute the program-development process properly, they will involve individuals and groups while capitalizing on their own knowledge, skills, and organizational

guidance. People who are involved in developing programs will support
them. By the same token, program implementation will suffer if definite
direction and sound objectives have not been set. For these reasons
the program development process must be fully understood and interpreted
by extension professionals as they work with local clientele.

Plan of Work

Boone (1971) defined a plan of work as a written procedure of
action to guide extension teaching in different phases of the program
within a designated period. It provides a systematic educational plan
for attacking short and long-term problems. The plan of work indicates
what is to be done, who is to be served or reached, how it is to be
done, who is to do it, when and where it is to be done and how results
will be measured. Boone (1971) also contends that a plan of work in its
complete form should include the following which should be designated to
deal with specific problematic situations:

1. Problem area within which work is to be undertaken,

2. Problematic situation,

3. Specific problems inferred in the problematic situation,

4. Teaching objectives,

5. People to be reached,

6. Learning experiences to be provided,

7. Names of staff or other resource persons responsible for
planning and providing specified learning experiences,

8. Place and where learning experiences are to be provided,

9. When learning experiences are to be provided, and

10. Plans for evaluation of teaching plan and result obtained.
    (pp. 10-12)

Program Action

Program action consists of carrying out the planned educational
activities outlined in the work plan. Successful implementation of the
educational objectives need to identify various staff and leaders for
assistance. It is crucial to delegate appropriate responsibilites to
the staff members and leaders concerning the methods employed and their
accomplishments.

Maughan (1963) in his study identified steps which he considers
very important in developing program actions.

1. Establishing common understanding among extension staff members
and lay leaders concerning the educational objectives,

2. Identifying tasks to be undertaken, means for accomplishing
them, and persons to perform the various tasks,

3. Equipping staff and leaders with knowledge and materials to
perform the task (including techniques and methods),

4. Developing a calendar of activities and providing for
communication between agents and leaders concerning progress and
responsibilities, and

5. Providing for continual review and appraisal of efforts in
program implementation. (p. 72)

Section Summary

The preceding section dealt with the extension program development process which covered the following areas:

1. philosophy of extension program development,

2. historical perspective,

3. concept of program planning, and

4. programming principles.

The central point which can be said to have been stressed in the planning process is the importance of people involvement in the development of an effective extension program. The people for whom programs are intended better understand and know what their needs are. The literature also revealed that for an extension program to meet its objectives, it must be developed based on the following procedures:

1. analysis of facts from the situation,

2. develop the program based on the needs revealed from the facts,

3. objectives and solutions must offer satisfaction,

4. permanence with flexibility, and

5. balance with emphasis.

The finest plans of mice and men must still be made to work. "Plan your work and work your plan" is an old adage that still holds true, and must be practiced if satisfaction is to be obtained from efforts put into the program planning process. A review of literature and personal interviews with practicing extension agents and administrators in Virginia revealed that there is doubt if the basic principles for developing extension programs dealt with in Section C have been followed in the development of local programs in the Commonwealth.

SECTION D

Program Evaluation

The secretary shall transmit to Congress not later than March
31, 1979, an evaluation of the economic and social
consequences of the programs of the extension service and the
cooperative extension service, including those programs
related to agricultural production and distribution, home
economics, nutrition education (including the expanded food
and nutrition education program), community development, and
4H youth programs. Section 1459 of the Food and Agricultural
Act of 1977. (As cited in Prawl, Medlin, & Gross, 1984, p. 210)

The worth of public policies and programs should be evaluated in
terms of the contribution they make to the welfare of the society. Does
the policy or program result in changes that produce desirable,
observable benefits to the society or sectors of the society? The
desirable benefits that are anticipated to result from the
implementation of policies and programs are defined as policy goals and
objectives through the political process, and examination of the
appropriateness of these goals and objectives is one function of policy
analysis. The attainment of appropriate goals and objectives should be
the principal standard against which operating programs and other policy
strategies are evaluated.

In order to achieve the major purpose of this study, the author
found it necessary to establish a theoretical frame of reference
regarding overall evaluation procedures. Specifically, the frame of

reference provides certain concepts and limitations within which the stated purpose was to be accomplished.

Development of Evaluation Procedure

Major reforms in education have consistently been accompanied by major reforms in methods of evaluation. The Joint Committee on Standards of Educational Evaluation (1981) in their report stated that in the 1930s, 40s and 50s, the advances in evaluation were mainly in assessing student performance. Starting in the 1960s, however, there were, in addition, many developments related to the assessments of eductional programs, projects and materials. The vast expansion of the city school system in the 1920s generated the need for structured school programs through which millions of students could move in an orderly fashion. Nationally standardized ability and achievement tests were created to evaluate the progress of these students.

The progressive educational movement of the 1930s saw aggressive experimentation with new content, new methods, and new materials. New evaluation designs, approaches, and instruments were developed to appraise the achievements of students who participated in those innovations. Tyler's now famous rationale for evaluation became prominent in the 1940s. Based on his experience in the eight year study of the 1930s, Tyler (1963) proposed that educators should carefully define their objectives and gather the data needed to determine whether they had been achieved. This approach dominated the practice of educational evaluation during the 1940s and the 1950s, and it remains important today.

By the 1950s, the practice of standardized testing had reached
massive proportions, and the professional organizations concerned with
testing took steps to regulate the action of their members. In 1954, a
committee of the American Psychological Association prepared technical
recommendations for psychological tests and diagnostic techniques. In
1955, committees of the American Educational Research Association and
the National Council on Measurement used an Education Prepared Technical
Recommendations for Achievement Tests. These two documents provided the
basis for the 1966 edition of the joint AERA/APA/NCME standards for
Educational and Psychological Tests and manuals and the 1974 revision of
that document.

The 1960s saw an outpouring of new programs and materials in
mathematics, science and foreign language and the launching of an
enormous number of new projects to provide equality of opportunity for
all students, and to promote innovation. These programs and projects
were accompanied by a requirement especially from the Congress, that
educators evaluate their work. As a result, educational evaluation was
greatly expanded and diversified. Those who demanded more evaluation in
education wanted to know whether the new programs were:

1. focusing compensatory education on those students who had
previously been neglected,

2. bringing about achievement gains in students being served,

3. responding to valid needs of students in both achievement and
nonachievement areas,

4. being designed with consideration of sound theoretical and
practical principles,

5. being operated competently and efficiently, and

6. producing new and better ways of educating students.

A Concept of Evaluation

The word "evaluation" is derived from the French word evaluer which means "to evaluate." Some form of "value" or "valuing" is involved in any evaluation. Stufflebeam (1971) defined evaluation as the process of delineating, obtaining and providing useful information for judging decision alternatives. This statement includes a number of terms that have special implications for a definition of evaluation such as:

● Process--a particular activity including many methods and involving a number of steps and operations.

● Delineating--focusing the information requirements to be served by the evaluation through such steps as specifying, defining and explicating.

● Obtaining--making available through process such as collecting, organizing, and analyzing and through formal means such as statistical analysis measurement and data processing

● Providing--fitting together into systems or subsystems that best serve the needs or purposes of the evaluation and reporting the information to the decision makers.

● Useful--satisfying the practical and prudential criteria of relevance, importance, scope, credibility, timeliness, perseverance, and efficiency and pertaining to judgmental criteria to be used in choosing among decision alternatives.

● Information—descriptive or interpretative data about entities

(tangible or intangible) and their relationships (data becomes

information that is useful as evidence in judging).

● Judging—the act of choosing among decision alternatives; the act

of decision making.

● Decision alternatives—two or more different actions that might

be taken in response to some situation requiring action.

Program analysis should be considered as an integral part of a

continuing planning/programming function whose purpose is the

development of new program strategies and improvement of program

performance. As indicated in Figure 5, evaluation is an activity that

often comes at the end of this process, but it may also occur at every

stage and provide feedback to every state of the programming process.

Evaluation of program performance sometimes reveals problems or suggest

program alternatives that lead back into basic research and initial

program development. Program plans are often evaluated before they are

set in motion. Suchman (1967) noted that evaluations of demonstration

programs is critical for comparing alternative strategies under

consideration and determining whether promising strategies can be made

to work out in the field. One important distinction to be made along

these lines is that between formative and summative evaluation.

Summative evaluations are intended to provide a final assessment of

a program's value to aid the administrator in deciding whether or not to

use the program, but not in deciding how to try to improve it. They

have less need to explain the whys and wherefores of a program's

Determination of
Objectives

Development of Plan
of Work

Determine
the
Program

Carry out
the
Program

Follow through of
Plan of Work

Identification of
Problems

Determination of
Progress (Evaluation)
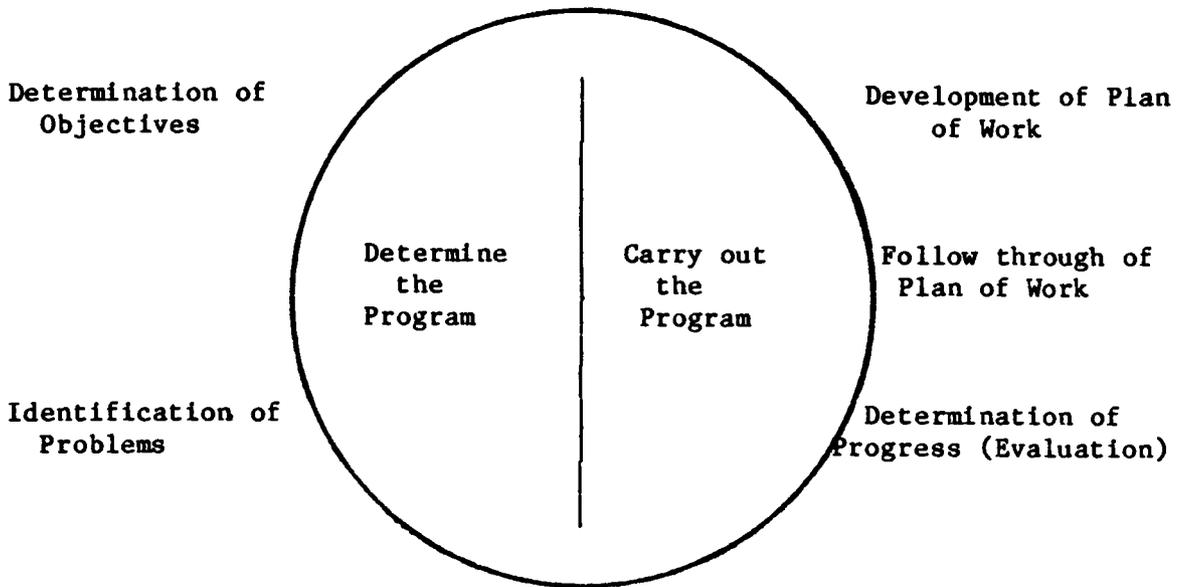
Evaluaton
Design
Planning
Action

Figure 5. The extension teaching or program development cycle.

performance, because they are intended primarily to indicate how well or

how poorly the program performs. Formative evaluations, on the other

hand, are designed to provide feedback to program developers to aid in

improving the usefulness of the program. In addition to measuring

program performance, they break down its functioning in an attempt to

discern which program elements are successful and which are not, and

those aspects that function as intended along with those that should be

modified or scrapped in favor of new approaches. Formative evaluations

are much more challenging to design and conduct as they require

understanding of the internal operation of the program; the desire for

good formative evaluations has provided the main impetus for the linking

of impact and process studies. Whereas summative evaluations serve a

definite purpose, in a very basic sense all analysis is formative

inasmuch as our accumulated knowledge from all sources on program

performance may be brought to bear in program design some time in the

future.

More recently, the term impact evaluation has evolved. This

evaluation involves the purpose or significance of activities. It deals

with the consequences of projects, programs, components and other

activities that may be planned or unplanned. It is concerned with the

change or impact an activity or program had on the environment.

Boyle and Brown (1960) defined evaluation as the process of

determining how well you are doing what you are trying to do. In a

somewhat more detailed definition Porter (1967) suggested that

evaluation is:

The process of systematic appraisal by which we determine the
worth, value, or meaning of something. This something
in extension may be a program or a part of one method or
approach used in carrying on extension work, or a situation
such as a community, a county, or even a larger area.
Evaluation is a process that facilitates effective
decision-making. (p. 4)

Evaluation is a constructive, dynamic process that has as its
purpose not only examination of procedures, but also the planning of
better programs, improved understandings, and increased support by
participants. In a slightly different approach to defining the term
Hagan and Thorndike (1960) suggested that evaluation in education
signifies describing something in terms of selected attributes, and
judging the degree of acceptability or suitability of that which has
been described (p. 482).

Ringler (1961) noted that a description of evaluation in extension
which is fitting is:

Extension evaluation means the use of the scientific approach
in providing facts as a basis for making decisions, drawing
conclusions, or forming judgments about the organization and
conduct of extension work. (p. 42)

Burton (1976) in describing evaluation of school educational activities
referred to the process as follows:

The term evaluation usually refers to the use of behavior
records, inventories, scales or checklists which yield

descriptive, qualitative data. These qualitative data form the basis of judgments about the pupil's acquisition of the more general, more subtle, and more important outcomes. (p. 579)

As one studies the several definitions of evaluation, several aspects as constituting the scope of the term are evident. Evaluation is:

1. A process.

2. A continuous dynamic process.

3. A continuous, dynamic process of broad usage--depending on the what and how of that being evaluated.

4. A continuous, dynamic process which facilitates making judgments in a determination of the level of achieving specified standards and/or objectives.

5. A continuous, dynamic process of systematic appraisal which utilizes varying degrees of scientific approach depending on the what and how of that being evaluated.

6. A continuous, dynamic process which is descriptive of some object and/or behavior or collection of them (e.g., a process).

7. A continuous, dynamic process of collecting and analyzing valid and reliable facts, i.e., pertinent to that being evaluated.

8. A continuous, dynamic process of interpreting and reporting these analyses.

9. A continuous, dynamic process which increases the effectiveness of making decisions which provide for one or more of the following:

a. improving that which is evaluated,

b. adjusting to change,

c. up-dating objectives aims and goals,

d. taking new action,

e. developing greater objectivity, validity and reliability in making judgments,

f. determining progress and increasing satisfaction,

g. developing confidence and ability to act,

h. increasing meaning, knowledge and understanding,

i. additional learning experiences for those involved, and

j. continuous improvement of the evaluative process itself.

Degree of Evaluation

When we think of evaluation as a process of collecting information, as a basis for making decisions, forming judgments and drawing conclusions, we realize it has much in common with scientific research. As with evaluations, we do scientific research to obtain usable information. Even so, there is a great difference between our casual everyday evaluations and scientific research. The difference, however, is a matter of degree rather than kind. It lies in the difference in the degree to which scientific methods are necessary in the solution of problems.

In order to avoid emphasizing differences between evaluation and research, it is more useful to emphasize similarities. Casual everyday evaluation can be placed at one end of the scale and scientific research at the other end, but there are varying degrees found between the two extremes.

| Causal Everyday | | Scientific |
| Evaluation | | Research |

The value of such a scale is in realizing that evaluation can be improved without becoming scientific. Other locations can also be described on the scale between the two extremes as follows:

Causal Everyday Evaluation	Self-checking Evaluation	Do-it-Yourself Evaluation	Extension Studies	Scientific

The above locations are areas of the scale with no sharp lines of division. One blends into the other. The first three locations may be described as informal evaluations, which extension agents can do themselves.

Casual-everyday evaluations: referred to as the general impression of everyday activities in which there is not a conscious application of the principles of evaluations.

The self-checking evaluation: represents a conscious attempt to apply principles of evaluation and a greater consideration of observations and the drawing of conclusions.

Do-it yourself evaluation: involves more planning and application of the principle of evaluation. They are more systematically alone or carefully planned and usually require some technical help. Each step in the evaluation is considered planned and carried out with due consideration to evaluation principles.

Extension studies: are more involved and complicated to plan and carry out than any of the preceding locations on the scale. They are broader in scope. They require greater attention to sound principles of scientific procedures in order to secure accuracy needed.

Scientific research: utilizes the technique of scientific design such as experimental and control and cause and effect relationships. It has, generally speaking, a major degree of complexity, considerable attention is given to the means of collecting and analyzing data, and there is usually a more sophisticated and complex determination of result and intepretation.

Evaluation Standards

In 1981 the Joint Committee on Standards for Educational Evaluation published standards appropriate for consideration in planning for any program evaluation. The standards are grouped into four major categories, each of which provokes a number of relevant questions to ask or points to consider (in planning).

1. Utility Standards

   a. How will the evaluation results be used?

   b. By whom will they be used?

   c. How long will it take to complete the evaluation?

   d. Will it be completed at a useful time in the programming cycle?

   e. Who will carry out the evaluation?

   f. How will the audience involved or effected be identified?

   g. What questions will the evaluation address?

h. What efforts will be made to ensure that the basis for judgements are clear?

i. Why is the evaluation being done?

j. What will be the impact of the evaluation?

k. How will the report be disseminated?

2. Feasibility Standards

a. Is it possible to do the evaluation considering politics? Are certain issues (subjects) high priorities with power brokers, others to be avoided?

b. Is it possible to do the evaluation considering practicalities? Are the (program) participants readily accessible? Will the citizens (clientele) be likely to be cooperative? Is the time right?

c. Is it possible to do the evaluation considering the cost? Will the "pay-off" be great enough?

3. Propriety Standards

a. Who should be involved? The decision makers, the recipients, etc.?

b. What can be done to "deal with" possible conflict of interest?

c. What will be done to ensure that complete results of the evaluation, positive and negative, will be reported?

d. What can be done to ensure that persons who could be affected by the evaluation are fully informed?

e. What will be done to assure that human rights (consent, confidentiality, anonymity) are attended?

f. What will be done to provide for positive human

interactions in order for the evaluation to be successfully

done?

g. What will be done to ensure open, direct and honest

disclosure of pertinent findings, including limitations of

the evaluation?

h. What will be done to reflect sound accountability and

prudent ethical procedures?

4. Accuracy Standards

a. What will be evaluated?

b. What are the purposes/objectives of the evaluation?

c. What procedures will be used?

d. What time period (of the program, project,etc.) will

be evaluated?

e. What kind of sample is needed?

f. What defensible information sources are avilable?

g. What data will be collected?

h. How will data be systematically analyzed? (Type of

analysis is dependent upon type of data collected.)

i. How can conclusions be justified?

j. What safeguards will be incorporated to guard against

distortion in reporting results?

The evaluation process applies to all stages along the planning

continuum, but greater attention is given to the details in a plan as

the type of evaluation moves from casual, everyday observation toward

scientific research. There are several approaches to the evaluation process. Many of these are similar. Common procedural steps in evaluation are:

1. An evaluation is ideally based upon certain clearly defined, understood and identifiable objectives or standards. The objectives or standards serve as the benchmarks against which to make the evaluative judgments. In addition, they serve to achieve an effective evaluation. Actually they provide for a two dimensional analysis, i.e., the elements to be evaluated and the evidence within each element.

2. Identifying the situation as providing a description of what is to be evaluated. This procedural step merely asserts that evaluation is not performed in a vacuum. In other words, that to be evaluated it must be directly or indirectly observable, i.e., measurable.

3. Determine the audience for the evaluation. Who has an interest in the results of an evaluation? Who will be making judgments and decisions based on the findings of the study? The audience for the evaluation may be the professional extension worker, an advisory committee, a supervisor, an extension council or others. An evaluation study cannot provide "all things to all audiences." But in the evaluation, the interest of the specific audience should be identified so that the data collected will provide information specific to the requirements of that particular audience.

4. Determine the issues that are expected to be identified. These issues will determine the questions that should be asked so that the right information will be available to serve as evidence in making

evaluative judgments. If all issues cannot be addressed with available resources, a priority of issues should be included in the evaluation study (p. 12). Hatry, Winnie, and Fisk (1973) developed the following criteria for selecting issues for program evaluation.

a. Can results of an evaluation influence decisions regarding a program? Programs for which a decision regarding continuation, modification or termination are obvious candidates for evaluation.

b. Can the evaluation be done in time to be helpful to decision makers? An evaluation that is completed after a decision has to be made is useless.

c. Can the evaluation be done? Is there sufficient data obtainable on the important effects of the program? Program evaluation can never resolve all questions, but before beginning it should first be clear that it will be possible to collect meaningful data on significant aspects of the program.

d. Can sufficient resources be obtained to meet the time schedule and the technical requirement of the evaluation? Do you have sufficient time and help available to get the evaluation done by the time a decision is required?

e. Has the program been stable enough so that an evaluation study will provide relevant information? If a program is constantly changing or is about to change, it may not be a good candidate for evaluation.

f. Is the program significant enough to merit the evaluation effort? You may want to consider programs that use large

amounts of resources on those programs which have important

benefits and possible negative consequences to the public.

Thus, the likely cost of the evaluation can be compared to the

possible decreased cost or improved effectiveness that could

result. Is it a program suspected of being marginal in

performance? Is the program a candidate for expansion?

5. Determine the data to be collected as evidence to resolve the

issues in the evaluation so that the purpose of the evaluation may be

achieved. Evidence can take many forms. The quality of evidence can be

assessed by considering the relevance of the data to the issues and

audience, the balance and scope of the evidence, the degree to which the

data gathering instrument collects measures of the objectives it is

supposed to measure, the consistency of the responses composing the data,

the degree to which side effects and other unanticipated outcomes have

been or can be identified, and the degree to which the evidence is

believable. Bennett (1976) in his study identified the following

hierarchy of evidence for program evaluation (Figure 6) and the chain

of events that usually characterize most programs of extension education

(Figure 7). The chain of events, along with evidence for assessment,

is given in Figure 8, and also identified some guidelines that are

useful in using the levels of evidence in evaluating programs. These

are:

a. Evidence of program impact becomes stronger as the hierarchy is

   ascended.

b. The efficiency and cost of obtaining evidence on program

   accomplishment generally increase as the hierarchy is ascended.

7. End Result   Changes evidenced in individuals, groups,
                             organizations, communities, comparison to
                             planned objectives, extent of prevention,
                             checking reduction or solution of problem.

6. Practice Change: Measure of change in behavior of clients
                             before/after group changes; individual
                             innovation; structured changes in group or
                             organization, laws, facilities.

5. KASA Change: Measures of direction and extent of changes in
   (Knowledge,   individuals or group knowledge, attitudes,
   attitude, skill   skills aspirations, continuity of change;
   and/or   methods of demonstrative change, comparison to
   aspiration)   planned change.

4. Reactions: Number and type of reaction received from
                             clients and non-clients regarding programs;
                             description of attempts made to determine
                             reaction, expression of interest in programs,
                             acceptance of program leadership.

3. People Involvement: Involvement of numbers of individuals, groups,
                             communities in activities; description of
                             participant, staff and volunteers in terms of
                             socioeconomic and psychological
                             characteristics; continuity, frequency,
                             intensity of face-to-face contacts with
                             clientele; number of nonpersonal contacts
                             between extension and clientele.

2. Activities: Conducting specific activities to bring about
                             education such as publishing programs,
                             arranging or conduicting meetings, preparing
                             materials, demonstrating techniques, training
                             staff and volunteers, collecting data,
                             transmitting subject matter using various
                             methods.

1. Inputs   Commitment of resources such as man hours of
                             time expended by staff, volunteers, and
                             resources people, staff qualifications, budget
                             allocation for expenses.

Figure 6. Hierarchy of evidence for program evaluation.

Note. From Claude I. Bennett (1976, pp. 6-10). Analyzing impact of
extension programs. Extension Service, USDA, ESC 575, Washington, D.C.

7. End Results

6. Practice Change

5. KASA Changes

4. Reactions

3. People Involvement

2. Activities

1. Inputs
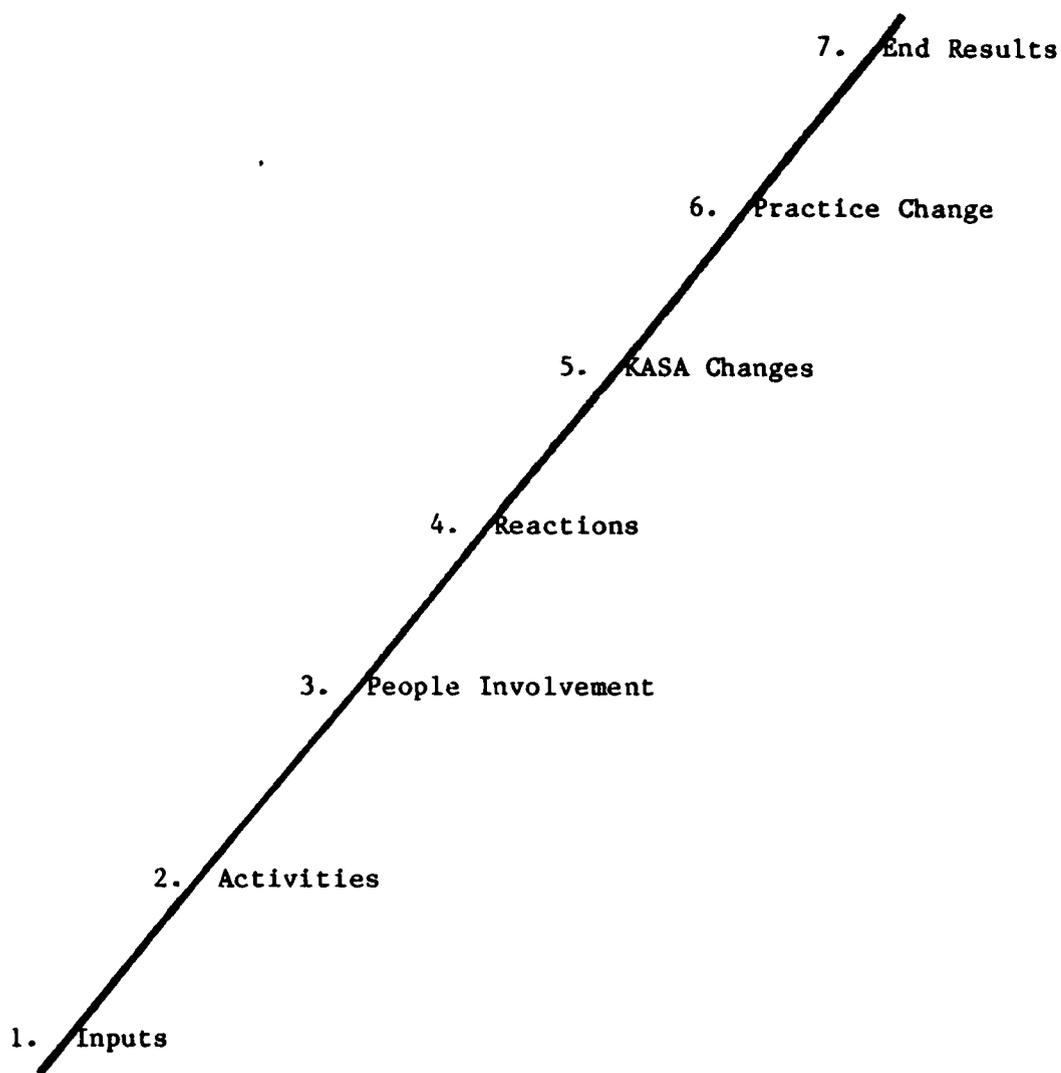
Figure 7. Chain of events in extension programs.

A	7. End Results	Ultimate Objectives "Side Effects"
P		
A	6. Practice Change	Individual Innovation Structural Change
P A	5. KASA Change	Direction and Extent Duration of Change
P A	4. Reactions	Interested in Activities Acceptance of Leadership
P&A	3. People Involvement	Number and Characteristics Continuity and Intensity
P A	2. Activities	Educational Methodology Subject MAtter Conveyed
A P	1. Inputs	Time Expended Staff Qualifications

Figure 8. Hierarchy of evidence for program evaluation plans compared with achievements.

c. Evaluations are strengthened by assessing extension programs at several levels of the hierarchy including the input level.

d. The higher the cluster evidence for program evaluation, the more useful the evidence for making decisions of present and future programming.

e. Evaluation is strengthened to the extent the specific criteria for evaluation are defined prior to the conduct of the extension program.

f. Evaluations are strengthened to the extent that validity of observation has been demonstrated.

g. The harder the evidence for evaluating, the more an evaluation may be relied upon for program decision making. Figure 9 developed by Bennett (1976) has some examples of hard and soft data for each of the levels in the hierarchy.

6. After deciding on the kind and level of evidence to be collected, the evaluator should decide on the amount of data to be collected and from what sources the data should be collected. Data sources are people or things that provide the information that will serve as evidence about the program. Data are gathered by asking questions; selecting and deciding the questions to ask is important. Prawl, Medlin and Gross (1984) suggested some points to keep in mind when developing a set of questions to collect information for an evaluation:

a. Does each question ask for only one bit of information?

b. Does the question wording imply a desired answer?

c. Do any words in the question have double meaning which may cause misunderstanding?

		HARD DATA	SOFT DATA
7.	End Results	Trends in profit-loss statements, life expectancies, and pollution indexes.	Causal perceptions of changes in quality of health, economy, and environment.
6.	Practive Change	Direct observation of use recommended farm practices over a series of years.	Retrospective reports by farmers of their use of recommended farm practices.
5.	KASA Change	Changes in sources on validated measures of knowledge, attitudes, skills, and aspirations.	Opinions on extent of change in participant's knowledge, attitudes, skills, and aspirations.
4.	Reactions	Extent to which random sample of viewers can be distracted from watching a demonstration.	Recording the views of only those who volunteer to express feelings about demonstration.
3.	People Involvement	Use of social participation scales based on recorded observations of attendance, holding of leadership positions, etc.	Casual observation of attendance and leadership by participants.
2.	Activities	Pre-structural observation of activities and social processes through participants observation, use of video and audio tapes, etc.	Staff recall of how activities were conducted and the extent to which they were completed.
1.	Input	Special observation of staff time expenditures as in "time and motion" study.	Staff subjective reports regarding time allocation.

Figure 9. "Hard" and "soft" data in a hierarchy of evidence for

program evaluation.

Note. From Claude I. Bennett (1976, p. 14). Analyzing impact of
extension programs. Extension Service, USDA, ESC 575, Washington, D.C.

d. Do any of the questions contain words unfamiliar to the
    respondents?

e. Are any of the questions emotionally loaded, vaguely defined or
    too general?

f. Does each question relate to some purpose of the study?

g. Do the questions follow a logical order or sequence? (p. 221)

7. The gathered data must be analyzed in order to determine what
the information says about the program. Data needs to be ordered and
analyzed so that meaning can be determined. This meaning can then be
used as evidence in considering the issues related to the program.
Evaluation data can be analyzed in many ways. The choice of the anlaysis
technique will depend on the nature of the data to be analyzed, the
purpose of the analysis, and the resources available for analysis.
Sophisticated analysis performed on inadequate or inappropriate data may
lead to false implication and conclusions.

8. The payoff of an evaluation effort comes when the findings are
reported (or communicated) to the audience for the evaluation. The
report should be presented in such a way that the findings are organized
according to the decision and judgment to be made. The audience for the
evaluation should be kept in mind when preparing a report. (p. 18)

The above statements set forth important factors which are basic to
any attempt to construct an evaluative instrument for purposes of
appraising an on-going process in a social institution.

Concept of Criteria

In the preceding development of the framework for evaluation, pointed reference was made to the fact that clearly defining objectives or criteria was important in evaluation. It was also stressed that the objectives or criteria, depending on that to be evaluated, serve as the benchmark against which evaluation judgments are made. The purpose of this study, that of developing criteria as a guide for assessing local extension program planning process in Virginia, suggests the necessity to construct certain criteria against which an evaluation of the planning process may be made.

Assessing program effectiveness generally requires specific criteria which can provide a basis for measuring the extent to which program objectives have been attained. Criteria within program objectives are generally definitions or subdivision of objectives at each level of the hierarchy. Criteria are a primary basis for selection of evidence as to the extent of accomplishment of objectives. For example, if the ultimate aim of a program is to achieve desirable land-use, how would desirable land-use be defined? Would it be defined in terms of trade-off among preferred (a) living space, (b) population growth, (c) economic growth, and/or (d) environment status? If so how would (a), (b), (c), and (d) be defined? The process of defining specific criteria for evaluation is essentially one of moving from broad to specific objectives at each level of the hierarchy. Therefore, planning for objective evaluation should occur simultaneously with the process of preparing multi-year programs, annual plans of work, and learning activities. Evaluation is

strengthened to the extent the specific criteria for evaluation are defined prior to conduct of the extension program.

Ryans (1957) defined a criterion as a standard or role used to provide a frame of reference for judging or testing something (p. 8). In a similar description Mitzel 1960) referred to a criterion as follows: "The term criterion is commonly attached to any set of observations that may be used as standards for evaluative purposes" (p. 1481). These definitions are supportive of the use of the term criteria to describe the major standards to be developed as suggested guidelines of the extension program planning process.

Types of Criteria

In further refining the concept of criteria to be applied to this study it was necessary to select the type of criteria most appropriate to the intent of the criteria to be developed. Ryans (1957) in drawing upon earlier work of Thorndike described three basic types of criteria. He suggests that the first is most appropriately termed immediate or that which is designed to provide for measurement of the on-going. The second type is described as the intermediate or that designed to provide for measurement of a completed activity. The third is the ultimate which provides for measuring behavior or the later transitional affects of the activity (p. 35-56).

Mitzel (1960) also discussed the types of criteria, and described them in three classifications as follows:

1. Product criteria depends upon a specification of goals for their definition. What products are to be expected of that which is being

evaluated? In other words, evaluating the product on the basis of a defined standard goal provides a judgment of the process utilized in achieving that goal. However, the evaluation of the process is in terms of a product produced by that process.

2. Process criteria are standards based upon those aspects of the process which are worthwhile in their own rights. This type of criteria is not dependent upon an achievement of certain defined product goals. It is dependent upon the on-going process itself.

3. Passage criteria have their origins in guessed prediction which are far removed from the process and from the goals or ends to be achieved, Their base is primarily that of precedent or the assumed relevance of previous standards (p. 14).

Depending on which of the two authors cited in this study you may select, the criteria in this study based on Ryan's definition of criteria are immediate and based on Mitzel definition are process criteria.

Section Summary

There is a need for critical thinking on what is actually accomplished in extension. If extension education produces changes in people, how can we measure these changes in knowledge, skill and attitudes? The literature has revealed the purpose and importance of extension evaluation as follows:

1. To provide a periodic test which gives direction to continued improvement of work.

2. To help determine the degree to which the important purposes and specific objectives are being attained and, in the process, to help clarify these objectives.

3. To furnish data regarding the rural situation essential to program planning.

4. To serve as a check on extension teaching methods.

5. To provide evidence of the value of the program.

6. To give satisfaction to cooperators and leaders through an understanding and appreciation of what is accomplished.

Evaluation is an important integral part of all teaching and program planning work, because:

1. Without appraisal of results we have no sound basis for improving our work,

2. It helps us to identify needs for concentrated effort,

3. It gives us assurance and confidence,

4. It has a value in creating public confidence by giving national facts,

5. Once we have a means of judging the value of methods or devices, we may experiment with them and have some degree of certainty that we can choose the best,

6. It aids our teaching by compelling us to define our objectives clearly, and

7. It shows us whether the tools of teaching can be more wisely chosen.

This section based on the literature review provided the author with the basic background information that was used as a guide in formulating the criteria for this study. It also provided the author with insight information on how to develop evaluative materials for a study of this type.

Chapter Summary

Chapter 2 formed the foundation for reaching the two fundamental objectives of this study, that of identifying basic principles for planning effective local extension programs and that of formulating criteria based on the identified principles that can be used for assessing if local extension program planners are following the principles.

In order to have a logical trend for reaching the main objectives of this study Chapter 2 was structured into four sections. Section A covered studies that have been undertaken concerning the skills needed by extension workers for program planning. Section B provided a historical framework to the whole study as regard to the Cooperative Extension Services in the United States the relationship between the three levels (federal, state and county) and the independence of the levels regarding programs. Section C dealt with a particular aspect of the Cooperative Extension Service, that of planning local extension programs in keeping with the historical objective of the extension service and Section D covered an issue of legislative importance, that of evaluation of extension programs.

CHAPTER 3

METHODOLOGY

Background of Method Selected

This study involved a process evaluative procedure. Process evaluations are aimed at elucidating and understanding the internal dynamics of program operations. Patton (1983) stated process evaluation focuses on the following kinds of questions: "What are the factors that come together to make this program what it is?" "What are the strengths and weaknesses of the program?" and "How are clients brought into the program?" (p. 18). The intent of this study was to develop criteria for use in determining if appropriate programming processes were used in Virginia Cooperative Extension program planning. The overall research project was a qualitative study.

Qualitative measurement concerns itself with the kinds of data or information that are collected. Qualitative data consist of detailed descriptions of situations, events, people, interaction, observed behaviors, direct quotations from people about their experiences, attitudes, beliefs, thoughts; and excerpts or entire passages from documents, correspondence, records and case histories. Qualitative measurement relies upon the use of instruments that provide a standardized framework in order to limit the data collection to certain predetermined response on analysis categories.

Patton (1983) stated qualitative designs are naturalistic in that the researcher does not attempt to manipulate the research setting. The research setting is a natually occurring event, program, relationship, or

interaction that has no predetermined course established for the researcher (p. 19). Qualitative methods are particularly appropriate for the conduct of process evaluation because to understand the unique, internal dynamics of a program, it is best to approach that program without predetermined hypotheses about what those strengths and weaknesses are. Such an open-ended approach permits the strengths and weaknesses to emerge from program observations and interviews rather than from the theories and expectations of the evaluator. An open-ended approach allows the evaluator to find out what is there rather than validating, confirming or rejecting preordinate hypotheses about program strengths and weaknesses.

Process evaluation was selected for this study due to the intended final product of the study, that of developing criteria for assessing local extension program planning process in Virginia. Process evaluations are particularly useful for revealing areas in which programs can be improved as well as identifying those strengths of programs which should be preserved. Furthermore, process evaluation procedures are not restricted to one local program with unique characteristics, but they can be used at different locations making the process easy to replicate. By understanding the dynamics of process evaluation, the author contends it will be possible to isolate critical elements of program planning that have contributed to program successes or failures.

Patton (1983) stated the "process" focus in an evaluation implies an emphasis on looking at how a product or outcome is produced rather than looking at the product itself; that is, it is an analysis of the processes whereby a program produces the results it does. Process

evaluation is developmental, descriptive, continuous, flexible and inductive (p. 60).

Methodology Used for Each Objective

Objective 1: To identify principles that are basic for

planning an effective local extension program.

In order that all the objectives of the study were reached in a progressive and logical manner, it was necessary to develop a theoretical framework in the form of an extensive literature review within which the program planning and evaluation process are to be considered.

To obtain information about the objectives and functions of the Cooperative Extension System, a review of materials from the Library of Congress, the Virginia Polytechnic Institute and State University library, and personal interviews with practicing personnel and administrators in extension were undertaken. In essence, the review of the above materials and contacts with professionals helped the author in determining the observable objectives, facts, operations and/or actions that may be generally identified as common to program planning and evaluating activities in extension. From these determinations, the principles of program planning that are important to effective programming were developed.

Prior to submitting the identified principles to the panel of experts for review and verification, the contents of these principles were reviewed by several members of the researcher's committee and other professionals with experience in the extension program planning process to aid in presenting the statements as clearly as possible.

<u>Objective</u> <u>2</u>: To verify these principles with a panel of experts.

Based on the literature reviewed and personal interviews with
extension administrators and practitioners at Virginia Polytechnic
Institute and State University and the Commonwealth of Virginia, Objective
1 was accomplished, that of identifying the principles that are basic for
planning an effective local extension program. The identified principles
were then sent to a panel of experts for their verification. The input of
this panel was deemed very important for the successful completion of this
research. The author believes a more reliable set of principles and
criteria could be developed with the input of those who have
responsibility for extension programs statewide. Further, the review of
literature provided the author with a sound evaluation of possible
principles and criteria and it was important to have an outside group
review the principles and criteria for appropriateness before proceding to
the next stage of this type of study. With this expected role of the
panel, those asked to serve on the panel were selected on the basis of
their experiences in extension program planning, evaluation and their
present position of leadership in the extension organization. (See
Appendix A for the names of the panel of expert and letter requesting
participation.) In appraising the principles, the panel members were
requested to:

1. Read through all principles before indicating their opinions as
to the applicability and importance of the statements.

2. Review each principle again and decide whether it should be
retained or rejected.

3. If the principle is to be retained, indicate any change in wording which would make the statement more understandable and/or useful.

After the results of the panel review were studied, a final list of the principles important to local extension program planning were developed.

> Objective 3: To formulate criteria, based on the verified principles, to assess if on-going local extension programs were developed following the accepted programming principles.

Criteria to assess if program planning principles were being followed in local program planning events were developed based upon the literature reviewed for meeting Objective 1 and they were also reviewed by several members of the researcher's committee before sending them to the panel of experts. (See Appendix B for instrument used.)

The criteria initially developed for assessing the extension program development process were sent to the same panel of experts who reviewed the principles. The purpose of this review was to help establish content validity and to obtain any recommendations for wording.

In appraising the criteria that could be used in assessing the process through which a local extension program is planned, panel members were asked to:

1. Read all criteria before indicating your opinion on each statement.

2. Review each criterion carefully again to decide whether it should be retained or eliminated as a criterion (standard) of the local extension program planning.

3. If, in your opinion, you feel the criterion should be retained, indicate any suggestions for word changes.

4. Indicate the degree of importance that should be given to each criterion during the local program planning process, using the following scale:

> 4 = an essential part of <u>all</u> local extension program planning activities,
>
> 3 = an essential part of <u>most</u> local extension program planning activities,
>
> 2 = an essential part of <u>some</u> local extension program planning activities,
>
> 1 = not a <u>part</u> of local extension program planning activities.

5. List other possible criteria which should be included.

<u>Level</u> <u>of</u> <u>Acceptance</u> <u>Established</u> <u>to</u> <u>Retain</u> <u>Principles</u> <u>and</u> <u>Criteria</u>

A level of acceptance was established for retaining the principles and criteria. In this study the author retained only those principles and criteria where two-thirds or more of the panel members responded to affirmatively. The author believed retaining only those principles and criteria with two-thirds acceptance rating is in proper keeping with the consensus rule in democratic societies. Robert (1984) stated that a majority of the votes cast, ignoring blanks, is sufficient for the adoption of any motion that is in order except in cases to suspend or change some rule or custom of the deliberating bodies and for these situations, a two-thirds rule was set to indicate consensus of the group (p. 12).

Objective 4:   To field test the criteria to determine the degree to
which the criteria are used as guides during the local
extension program planning process.

The field testing was carried out in the West Central Extension
District of the Commonwealth. The West Central Extension District (see
Appendix C) is made up of 18 units of which 2 are city units and 16
rural. From these 18 units, 10 were randomly selected for use in the
field test. The number 10 was selected so as to have at least half of
the units included in the study (see Appendix C for units selected). The
unit selection technique used was completed in two stages as follows:

1. random selection of one of the 2 city units, and

2. random selection of 9 rural units from the remaining 16 units.
Personal interviews by the authors were used to collect the needed
information.

The author believes strongly that the field testing procedure must
be conducted with those who have had experience in planning county
extension programs. Therefore, the unit directors of the randomly
selected extension units were the persons to be interviewed. Based on
their official responsibilities as local program developers and unit
program coordinators, their response to the questions on the instrument
were based on experience and actual application.

Personal interviews by the author was selected because of the nature
of the instrument. Utilizing personal interview techniques for this
study provided the author with additional insights into the views of the
respondents regarding the program planning practices being used. The

interviews were structured in which both the questions and possible responses were predetermined. In judging the degree of applicability or usage of the criterion in local extension program planning by the respondents, they used the following scale:

3 = used to a satisfactory degree in local extension program planning process

2 = used partially in local extension program planning process

1 = do not use in local extension program planning process

Each unit director (see Appendix D) had a copy of the instrument (see Appendix E) to refer to during the interview. The length of each interview ranged from 40 to 60 minutes.

Data Analysis

Information collected from the unit directors was grouped. No attempt was made to compare the responses obtained from unit directors or to compare units. Mean weighted scores, rank orders and descriptive statistics were used in analyzing and intepreting the data generated by the rating of importance and use made of each criterion in program planning. A comparison between the judgment of the panel of experts and the unit director on the importance of each criterion was studied to provide the author with a comprehensive understanding of the programming process and to assess if differences of opinion occurred.

Data collected from the unit director regarding the degree to which the criteria were being followed in their respective units were analyzed in a descriptive nature and reported in table form.

Chapter Summary

Chapter 3 described this study as a qualitative study with two major objectives, that of identifying basic principles that must be considered if effective local extension programs are to be planned, and two, that of formulating criteria based on the identified principles which could be used to assess if local extension program planners do apply these principles. The chapter also dealt with the following aspects: verification of the identified principles and formulated criteria with a panel of experts, field testing the criteria with 10 unit directors in the West Central Extension District of Virginia, and the process by which the collected data was analyzed.

CHAPTER 4

FINDINGS

The overall purpose of this study was to identify principles that
are essential for planning effective local extension programs and from
the identified principles, to formulate criteria which might be used as
a guide to examine if local extension program planners/developers are
using these principles in their programming process. The strategy
followed in identifying the principles, formulating the criteria, and
the methodology used in determining the degree that the criteria were
being used and the degree of importance of these criteria in planning
local programs were major findings of the study discussed in this
chapter.

Identification of Extension Programming Principles

Objective 1: To identify the principles that are basic for
planning an effective local extension program.

Literature pertaining to program planning theory and research were
carefully reviewed in order to identify theoretical concepts that could
be used as a basis for describing the extension programming process.
Based upon this review and before an effective local extension program
can be planned or developed, the following seven principles must
be considered:

1. Statistical data used for designing and developing a program
for a community are obtained from that locality.

2. Needs and concerns of the people are the basis for the
identification and selection of problems to be used for developing the
program.

3. Program objectives to be reached and solutions to the problems identified are determined to the satisfaction of the clientele in the community.

4. Community involvement is a part of the program planning process.

5. Programs are developed based on a continuous, cooperative and coordinated effort from all institutions reponsible for community development.

6. Program planning allows for the evaluation of the process and product of the program.

7. A plan of work is developed for the local extension planning unit.

Prior to submitting the identified principles to the panel of experts for review and verification, the contents of these principles were reviewed by several members of the researcher's committee and other professionals with experience in the extension program planning process to aid in presenting the statements as clearly as possible.

Verifying Principles with the Panel of Experts

Objective 2: To verify these principles with a panel of experts.

The identified principles were submitted to a panel of eight persons selected to act as experts. Those asked to serve as the panel of experts were selected on the basis of their past experiences in extension program planning and their present positions of leadership in the extension oganization. Each panel member was requested to indicate

which of the principles should be retained on the list as a principle

and which should be eliminated from the list as not being a principle

for planning effective local extension programs.

A level of acceptance was established for retaining the principles

in the study prior to the panel review. As explained in Chapter 3,

Robert (1984) stated that a majority of the votes cast, ignoring

blanks, is sufficient for the adoption of any motion that is in order

except in cases to suspend or change some rule or custom of the

deliberating bodies (p. 12). In this study the researcher decided to

retain only those principles where two-thirds or more of the panel

members agreed that the statement was indeed a principle of local

program planning.

Acceptance of the Statements as Principles for Planning Effective Local Extension Programs by the Panel of Experts

All panel members returned the instrument. The responses were

summarized in Table 1 and in keeping with the acceptance level of

two-thirds, one of the original seven statements was dropped from the

list. Statement 4, "community involvement is a part of the program

planning process," had six panel members indicating that it be

eliminated from the list. Several of the panel members indicated that

the statement was already incorporated in some of the other statements

and that keeping it would mean duplication of this principle.

All eight panel members verified that the other six statements, do

indeed, represent accepted principles for planning local effective

Table 1

Principles for Planning Effective Local Extension Programs As Perceived
by the Panel of Experts

Principle	Number of panel members accepting statement as a principle (N = 8)
1. Statistical data used for designing and developing a program for a community are obtained from that locality.	8
2. Needs and concerns of the people are the basis for the identification and selection of problems to be used for developing the program.	8
3. Program objectives to be reached and solutions to the problems identified are determined to the satisfaction of the clientele in the community.	8
4. Community involvement is a part of the program planning process.	2
5. Programs are developed based on a continuous, cooperative and coordinated effort from all institutions responsible for community development.	8
6. Program planning allows for the evaluation of the process and product of the program.	8
7. A plan of work is developed for the local extension planning unit.	8

extension programs. Even though the panel members accepted the statements as principles for planning effective local extension programs, they offered suggestions for changes in wording which, in their opinion, would make the principles more understandable and/or useful. While the principles in Table 1 were worded and listed in the same order as they were presented to the panel members, Table 2 shows the final and revised list of principles after recommendations and wording suggestions by the panel had been incorporated into the statements.

Formulation of Criteria

Objective 3: To formulate criteria based on the verified principles and to assess if on-going local extension programs were developed following the accepted programming principles.

Based on the verified principles from the panel of experts, a list of criteria was formulated. Webster's (1983) dictionary defined criterion as "A standard for judging, a rule or test, by which facts, principles, opinions, and conduct are tried in forming a correct judgment" (p. 463). As used in this study a criterion statement was defined as an overall description of a set of related actions and/or operations which will be called standards of the planning process. The initial formulated criteria list consisting of 18 statements is contained in Table 3. Specific content of the formulated criteria was determined again through a systematic study of program planning theory and research presented in the literature and they were reviewed by several members of the researcher's committee.

Table 2

Revised List of Accepted Principles for Planning Effective Local

Extension Programs as Verified by the Panel of Experts

---

1. A situation analysis, including collecting relevant statistical data for that locality, is a prerequisite to program planning in a local unit.

2. Needs, concerns, and problems of the people are the basis for developing a local extension program.

3. Program objectives and strategies to solve identified problems are determined through the involvement of local individuals.

4. Programs are developed on a continuous, cooperative basis with institutions providing education and service to youth and adults in that community.

5. Local program planning includes provisions for formative and summative evaluation of the program.

6. A plan of work is developed for the local extension planning unit.

Table 3

Panel of Expert's Approval of Statements as Criteria for

Assessing Local Extension Program Planning Processes

	Number of Panel Members (N=10)	
Criterion	Retain criterion	Eliminate criterion
1. The process through which a local extension program is planned is based upon activities developed at the state level.	6	2
2. An organization for planning the unit extension program is formed and maintained, consistent with the state level educational guidelines.	6	2
3. An operational level planning committee is composed of extension staff members.	6	2
4. The process through which a local extension program is planned is initiated by extension staff members with input from key lay leaders (e.g., Advisory Committee).	8	-
5. Past unit extension planning activities are assessed prior to beginning an extension program planning process.	8	-
6. An organizational structure for planning unit extension programs is agreed upon and established by extension staff and key lay leaders.	7	1
7. Unit extension planning policies are stated in written form consistent with county-wide statements of philosophy and extension educational objectives.	3	5

Criterion	Number of Panel Members (N=10)	
	Retain criterion	Eliminate criterion
8. Factual data and background information pertinent to the county situation are collected by extension staff members for planning purposes.	8	-
9. Problems affecting the county are identified through an analysis and interpretation of factual data and background information.	8	-
10. A county situation statement indicating the economic, cultural and social need of the people is developed and stated clearly in written form.	8	-
11. Priorities for solving problems are established by extension staff members and key lay leaders based upon the importance, urgency of problem and a careful analysis of available resources.	8	-
12. Program decisions made by the extension staff and key lay leaders in their planning deliberations are included in a long range unit extension program statement.	7	1
13. The objectives for a local extension program are stated in written form.	7	1
14. Long and short term extension program objectives are developed that clearly indicate the groups to be reached, the changes to occur and the subject matter content to be provided in achieving these outcomes.	8	-

(table continues)

Criterion	Number of Panel Members (N=10)	
	Retain criterion	Eliminate criterion
15. Educational plans for treating the problems identified in the written unit program statement are specified and incorporated into an annual plan of work.	8	-
16. The process through which decisions are reached concerning the content of the unit extension program is implemented by extension staff members with involvement of key lay leaders.	7	1
17. Plans for evaluating the methods used in the planning process and results attained with reference to each educational program are developed and stated in written form.	7	1
18. Records are kept of accomplishments at each step of the planning process and a systematic evaluation of the planning process is conducted by extension staff and key lay leaders.	7	1

Verification of the Criteria by the Panel of Experts

The formulated criteria were submitted to the same panel of experts for their review and suggestions. Panel members were again asked to decide which of the formulated criteria should be retained and which should be eliminated. Panel members indicating a criterion should be retained were also requested to indicate the degree of importance that that criterion should have during the extension program planning process.

Support by Panel of Experts for Formulated Criteria

All panel members returned the completed instrument. The number of panel members who accepted or rejected each criterion is reported in Table 3. The criteria are worded and listed in the same order as were presented to the panel of experts.

Criterion 1, "the process through which a local extension program is planned is based upon activities developed at the state level," was accepted by six members of the panel. Some of the members pointed out that the process for planning programs is also based on local activities. Several others questioned what was meant by "based upon activities developed at the state level." Following suggestions made by the panel members, criterion 1 was re-written to read: "The process through which a local extension program is planned is based upon goals and priorities developed at the state level."

Criterion 2, "an organization for planning the unit extension program is formed and maintained, consistent with the state level educational guidelines," was also accepted by six panel members. Two members expressed concern regarding the word organization; thus the word

advisory committee was later used so as to give proper meaning to the word organization as used in the statement. Criterion 3, "an operational level planning committee is composed of extension staff members," was accepted by six panel members and two suggesting elimination. Criterion 6 was accepted by seven members with all expressing concern on the use of the word organizational structure and suggested it be reworded so as to deal with the specific process of planning. Based on their wording suggestion and recommendation, the criterion was reworded to read, "the specific process for planning a unit extension program (within state guidelines) is agreed upon and established by local extension staff and advisory committee members." Criterion 7, "unit extension planning policies are stated in written form consistent with county-wide statements of philosophy and extension educational objectives," was accepted by three members with five suggesting it be eliminated. In keeping with the two-third acceptance rule in the study, criterion 7 was eliminated from the field testing stage of the study. Criteria 4, 5, 8, 9, 10, 11, 14, and 15 were accepted by all eight panel members. Criteria 6, 12, 13, 16, 17, and 18 were accepted by seven panel members with wording suggestions.

Degree of Importance of Each Criterion During the Local Extension Program Planning Process as Perceived by the Panel of Experts

In the process of determining if a criterion should be retained or eliminated, the panel members were further instructed to indicate the degree of importance that should be assigned to each criterion during the extension program planning process.

The data are summarized in Table 4 for each criterion through the use of mean scores. Data in Table 4 indicate that all panel members who indicated that the criteria be retained considered them to be important but in varying degrees. The mean scores ranged from 4.0 (the criterion is an essential part of all local extension program planning activities) to 3.0 (the criterion is an essential part of most local extension program planning activities). Based on the mean scores of the criteria, Criteria 13, 14, and 15 received scores of 4.0, indicating that these are considered to be an essential part of all local extension program planning processes. These three criteria were:

13. The objectives for a local extension program are stated in written form.

14. Long and short term extension program objectives are developed that clearly indicate the groups to be reached, the changes to occur and the subject matter content to be provided in achieving these outcomes.

15. Educational plans for treating the problems identified in the written unit program statement are specified and incorporated into an annual plan of work.

Though none of the criteria received a less than 3.0 mean score of rating importance, there were some, for example, Criteria 1, 3, 5, and 7, that if compared with the rest of the criteria, were considered slightly lower in importance by the panel of experts. These four criteria and their mean weighted scores of importance were:

Table 4

Panel of Experts Perceived Importance of Each Program Planning

Criterion Statement

Criterion	Degree of importance[a] N=8				Mean score
	4	3	2	1	
1. The process through which a local extension program is planned is based upon activities developed at the state level.	3	2	1	-	3.33
2. An organization for planning the unit extension program is formed and maintained, consistent with the state level educational guidelines.	4	2	-	-	3.67
3. An operational level planning committee is composed of extension staff members.	2	2	2	-	3.00
4. The process through which a local extension program is planned is initiated by extension staff members with input from key lay leaders (e.g., Advisory Committee).	7	1	-	-	3.88
5. Past unit extension planning activities are assessed prior to beginning an extension program planning process.	2	5	1	-	3.13
6. An organizational structure for planning unit extension programs is agreed upon and established by extension staff and key lay leaders.	6	1	-	-	3.86
7. Unit extension planning policies are stated in written form consistent with county-wide statements of philosophy and extension educational objectives.	1	2	-	-	3.33

Criterion	Degree of importance[a] N=8				Mean score
	4	3	2	1	
8. Factual data and background information pertinent to the county situation are collected by extension staff members for planning purposes.	7	1	–	–	3.88
9. Problems affecting the county are identified through an analysis and interpretation of factual data and background information.	7	1	–	–	3.88
10. A unit situation statement indicating the economic, cultural and social need of the people is developed and stated clearly in written form.	7	1	–	–	3.88
11. Priorities for solving problems are established by extension staff members and key lay leaders based upon the importance, urgency of problem and a careful analysis of available resources.	6	2	–	–	3.75
12. Program decisions made by the extension staff and key lay leaders in their planning deliberations are included in a long range unit extension program statement.	4	3	–	–	3.57
13. The objectives for a local extension programs are stated in written form.	7	–	–	–	4.0

Criterion	Degree of importance[a] N=8				Mean score
	4	3	2	1	
14. Long and short term extension program objectives are developed that clearly indicate the groups to be reached, the changes to occur and the subject matter content to be provided in achieving these outcomes.	8	–	–	–	4.0
15. Educational plans for treating the problems identified in the written unit program statement are specified and incorporated into an annual plan of work.	8	–	–	–	4.0
16. The process through which decisions are reached concerning the content of the unit extension program is implemented by extension staff members with involvement of key lay leaders.	6	–	1	–	3.71
17. Plans for evaluating the methods used in the planning process and results attained with reference to each educational program are developed and stated in written form.	5	1	1	–	3.57
18. Records are kept of accomplishments at each step of the planning process and a systematic evaluation of the planning process is conducted by extension staff and key lay leaders.	4	3	–	–	3.57

[a]Scale: 4 = An essential part of all local extension program planning activities.

3 = An essential part of most local extension program planning activities.

2 = An essential part of some local extension program planning activities.

1 = Not a part of local extension program planning activities.

1. The process through which a local extension program is planned is based upon activities developed at the state level (3.33).

3. An operational level planning committee is composed of extension staff members (3.00).

5. Past unit extention planning activities are assessed prior to beginning an extension program planning process (3.13).

7. Unit extension planning policies are stated in written form consistent with county-wide statements of philosophy and extension educational objectives (3.33).

In summary, each of the original criteria, except one (number 7), received a two-thirds or more acceptance rating from the panel members, and most of the suggestions/recommendations related to the wording rather than to the intent of the criterion. Most of these suggestions/ recommendations were considered to be an improvement and consequently, changes were made in the statements before the field testing stage of this study was conducted. Table 5 shows the revised list of the criteria based on the recommendations and wording suggestions made by the panel of experts. Table 5 also shows one additional criteria, Criterion 6, "planning/reporting guidelines to advisory committee members are communicated before the planning process begins," which was suggested by the panel of experts.

Objective 4: To field test criteria to determine the degree to which the criteria are used as guides during the local extension programs.

Table 5

Revised Criteria for Assessing Local Extension Program Planning

Processes Based on the Recommendations and Wording Suggestions of the

Panel of Experts

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1. The process through which a local extension program is planned is
   based upon guidelines, goals and priorities developed at the state
   level.

2. An organization for planning and evaluating unit extension program
   is formed and maintained, consistent with the state level
   educational guidelines (Advisory Committee).

3. An operational level planning committee is composed of extension
   staff members and volunteers.

4. The process through which a local extension program is planned is
   initiated by local extension staff members and involves local
   individuals who can provide key input.

5. When planning for the next 4 year programming cycle, the current
   plan of work, situation analysis, program evaluation results and
   accomplishment reports are considered before formulating goals and
   objectives.

[a]6. Planning/reporting guidelines to advisory committee members are
   communicated before the planning process begins.

7. The specific process for planning a unit extension program (within
   state guidelines) is agreed upon and established by local extension
   staff and advisory committee members.

8. Factual data and background information pertinent to the unit
   situation are collected by extension staff members with input from
   an advisory committee for planning purposes.

9. Problems affecting the unit are identified through an analysis and
   interpretation of factual data and background information.

10. A unit situation statement indicating the existing economic and
    social conditions, the current problems and identified needs of the
    unit citizens is developed and circulated in written form.

(table continues)

11. Problem priorities are established by extension staff members in consultation with advisory committee members based upon the relevance to extension mission (broad and programmatic), the importance and urgency of problems and a careful analysis of available resources, including cooperating agencies.

12. A long range unit extension program statement is based on program decisions made by the extension staff and advisory committee members in their planning deliberations.

13. The objectives for a local extension program are measurable and stated in written form.

14. Long and short-term extension program objectives are developed that clearly indicate the audiences to be reached, anticipated outcomes and the criterion (standards) by which progress will be measured, and are included in the plan of work.

15. Strategies for carrying out program objectives to solve problems are incorporated into the 4-year plan of work.

16. Decisions concerning the content of the unit extension programs are reached among staff members with close involvement of advisory committee members.

17. Plans for evaluating the methods used in the programming process, program outcomes and plans for reporting program accomplishments are included in the plan of work.

18. The unit plan of work is signed by the chairperson of the local advisory committee and is made public to the citizens of the unit.

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[a]Additional criterion suggested by panel of experts.

Based on the reviewed suggestions and recommendations made by the panel of experts of the formulated criteria, a final product for field testing the degree of usability of these criteria was developed. The field testing was carried out in the West-Central Extension District of the State. The West-Central Extension District is made up of 18 units of which 2 are city units and 16 rural units. One unit was randomly selected from the 2 city units and 9 units were randomly selected from the 16 rural units. The extension units used for this study have been listed in Appendix C. The unit chairpersons of the selected units were the persons interviewed and their names have been listed in Appendix E.

Collecting the Data

Data in Table 6 reveal that all unit directors in the West Central Extension District do use the criteria as guidelines to some degree during the planning of their individual unit programs.

The mean scores received from the unit directors for degree to which the program planning criteria are used were relatively high for all criteria except Criterion 6, "planning/reporting guidelines to advisory committee members are communicated before the planning process begins," and Criterion 10, "a unit situation statement indicating the existing economic and social conditions, the current problems and identified needs of the unit citizen is developed and circulated in written form," with scores of 2.2 and 2.3, respectively. These

Table 6

Degree to Which Extension Program Planning Criteria are Used by Local Unit Directors

Criterion	Degree of usability[a] N=10			Mean score
	3	2	1	
1. The process through which a local extension program is planned is based upon guidelines, goals and priorities developed at the state level.	5	5	-	2.5
2. An organization for planning and evaluating unit extension program is formed and maintained, consistent with the state level educational guidelines (Advisory Committee).	6	4	-	2.6
3. An operational level planning committee is composed of extension staff members and volunteers.	9	1	-	2.9
4. The process through which a local extension program is planned is initiated by local extension staff members and involves local individuals who can provide key input.	8	2	-	2.8
5. When planning for the next 4 year programming cycle, the current plan of work, situation analysis, program evaluation results and accomplishment reports are considered before formulating goals and objectives.	8	2	-	2.8
6. Planning/reporting guidelines to advisory committee members are communicated before the planning process begins.	2	8	-	2.2

Criterion	Degree of usability[a] N=10			Mean score
	3	2	1	
7. The specific process for planning unit extension program (within state guidelines) is agreed upon and established by local extension staff and advisory committee members.	6	4	–	2.6
8. Factual data and background information pertinent to the unit situation are collected by extension staff members with input from advisory committee for planning purposes.	6	4	–	2.6
9. Problems affecting the unit are identified through an analysis and interpretation of factual data and background information.	7	3	–	2.7
10. A unit situation statement indicating the existing economic and social conditions, the current problems and identified needs of the unit citizens is developed and circulated in written form.	3	7	–	2.3
11. Problem priorities are established by extension staff members in consultation with advisory committee members based upon the relevance to extension mission (broad and programmatic), the importance and urgency of problems and a careful analysis of available resources, including cooperating agencies.	7	3	–	2.7
12. A long range unit extension program statement is based on program decisions made by the extension staff and advisory committee members in their planning deliberations.	6	4	–	2.6

(table continues)

Criterion	Degree of usability[a] N=10			Mean score
	3	2	1	
13. The objectives for a local extension program are measurable and stated in written form.	7	3	–	2.7
14. Long and short-term extension program objectives are developed that clearly indicate the audiences to be reached, anticipated outcomes and the criterion (standards) by which progress will be measured, and are included in the plan of work.	8	2	–	2.8
15. Strategies for carrying out program objectives to solve problems are incorporated into the 4-year plan of work.	6	4	–	2.6
16. Decisions concerning the content of the unit extension programs are reached among staff members with close involvement of advisory committee members.	6	4	–	2.6
17. Plans for evaluating the methods used in the programming process, program outcomes and plans for reporting program accomplishments are included in the plan of work.	6	4	–	2.6
18. The unit plan of work is signed by the chairperson of the local advisory committee and is made public to the citizens of the unit.	5	5	–	2.5

*Scale: 3 = Used to a satisfactory degree in local extension program planning process.
         2 = Used partially in local extension program planning process.
         1 = Do not use in local extension program planning process.

findings indicate that unit directors interviewed used these criteria partially in planning their individual unit programs.

It is also important to call attention to the rating given to Criterion 3, "an operational level planning committee is composed of extension staff members and volunteers." The criterion was rated highest among all criteria with a rating of 2.9, indicating that this criterion is used to a satisfactory degree during the local extension program planning process.

Local Extension Unit Director's Perceived Importance of Each Program Planning Criterion Statement

Data in Table 7 shows the degree of importance that should be assigned the criteria during the program planning process as expressed by the unit directors. All criteria were rated 3.0 or higher on the importance scale except for Criterion 10, "a unit situation statement indicating the existing economic and social conditions, the current problems and identified needs of the unit citizens is developed and circulated in written form;" and Criterion 18, "the unit plan of work is signed by the chairperson of the local advisory committee and is made public to the citizens of the unit," with scores of 2.9 and 2.6 respectively. This indicates that even though the unit directors were using these criteria during their individual unit program planning process, they did not consider them to be very important.

Several unit directors expressed concern when asked by the researcher why they rated the criteria low in importance and yet they were using the criteria to some degree in their planning. Regarding Criteria 10 and 18 several unit directors commented that it was

Table 7

Extension Unit Directors Perceived Degree of Importance of Each Program

Planning Criterion Situations

Criterion	Degree of importance scale[a] N=10				Mean score
	4	3	2	1	
1. The process through which a local extension program is planned is based upon guidelines, goals and priorities developed at the state level.	4	5	1	–	3.3
2. An organization for planning and evaluating unit extension program is formed and maintained, consistent with the state level educational guidelines (Advisory Committee).	4	5	1	–	3.3
3. An operational level planning committee is composed of extension staff members and volunteers.	4	4	2	–	3.2
4. The process through which a local extension program is planned is initiated by local extension staff members and involves local individuals who can provide key input.	6	3	1	–	3.5
5. When planning for the next 4 year programming cycle, the current plan of work, situation analysis, program evaluation results and accomplishment reports are considered before formulating goals and objectives.	5	4	–	1	3.3
6. Planning/reporting guidelines to advisory committee members are communicated before the planning process begins.	3	7	–	–	3.3

Criterion	Degree of importance scale[a] N=10				Mean score
	4	3	2	1	
7. The specific process for planning unit extension program (within state guidelines) is agreed upon and established by local extension staff and advisory committee members.	3	7	-	-	3.3
8. Factual data and background information pertinent to the unit situation are collected by extension staff members with input from advisory committee for planning purposes.	4	6	-	-	3.4
9. Problems affecting the unit are identified through an analysis and interpretation of factual data and background information.	5	4	1	-	3.4
10. A unit situation statement indicating the existing economic and social conditions, the current problems and identified needs of the unit citizens is developed and circulated in written form.	2	5	3	-	2.9
11. Problem priorities are established by extension staff members in consultation with advisory committee members based upon the relevance to extension mission (broad and programmatic), the importance and urgency of problems and a careful analysis of available resources, including cooperating agencies.	6	4	-	-	3.6
12. A long range unit extension program statement is based on program decisions made by the extension staff and advisory committee members in their planning deliberations.	3	5	2	-	3.1

(table continues)

Criterion	Degree of importance scale[a] N=10				Mean score
	4	3	2	1	
13. The objectives for a local extension program are measurable and stated in written form.	5	5	–	–	3.5
14. Long and short-term extension program objectives are developed that clearly indicate the audiences to be reached, anticipated outcomes and the criterion (standards) by which progress will be measured, and are included in the plan of work.	6	4	–	–	3.6
15. Strategies for carrying out program objectives to solve problems are incorporated into the 4-year plan of work.	6	4	–	–	3.6
16. Decisions concerning the content of the unit extension programs are reached among staff members with close involvement of advisory committee members.	4	6	–	–	3.4
17. Plans for evaluating the methods used in the programming process, program outcomes and plans for reporting program accomplishments are included in the plan of work.	6	3	1	–	3.5
18. The unit plan of work is signed by the chairperson of the local advisory committee and is made public to the citizens of the unit.	1	4	5	–	2.6

[a]Scale: 4 = An essential part of all local extension program planning activities.
3 = An essential part of most local extension program planning activities.
2 = An essential part of some local extension program planning activities.
1 = Not a part of local extension program planning activities.

important to share this information with field extension agents but it was not important for them to be circulated to the citizens of the unit.

Data presented in Table 8 show that although the panel of experts and the unit directors agreed that the criteria are important in planning local extension programs, there was a slight difference in how they perceived the importance of them in the program planning process. Date presented in Table 8 also reveal that unit directors rated Criterion 3, "an operational level planning committee is composed of extension staff members and volunteers," and Criterion 5, "when planning for the next 4-year program cycle, the current plan of work, situation analysis, program evaluation results and accomplishment reports are considered before formulating goals and objectives," of higher importance than the panel of experts. The panel of experts rated all remaining criteria of higher importance in the planning process than did the unit directors.

Between the panel of experts and the unit directors, the greatest differences in opinion on the importance of the criteria was with Criteria 10 and 18, with the panel of experts reviewing each criterion as more important. With Criterion 10, "a unit situation statement indicating the existing economic and social conditions, the current problems and identified needs of the unit citizens is developed and circulated in written form," the panel of experts rated it an importance of 3.88, while the unit directors rated it a 2.9, or for a difference of .98. On Criterion 18, "the unit plan of work is signed by the chairperson of the local advisory committee and is made public to the

Table 8

Comparison of the Importance of the Local Program Planning Criteria as

Perceived by the Panel of Experts and Local Unit Directors

Criterion	Panel of experts mean score[a] N = 8	Unit directors mean score[a] N = 10
1. The process through which a local extension program is planned is based upon guidelines, goals and priorities developed at the state level.	3.33	3.30
2. An organization for planning and evaluating unit extension program is formed and maintained, consistent with the state level educational guidelines (Advisory Committee).	3.67	3.30
3. An operational level planning committee is composed of extension staff members and volunteers.	3.00	3.20
4. The process through which a local extension program is planned is initiated by local extension staff members and involves local individuals who can provide key input.	3.88	3.50
5. When planning for the next 4 year programming cycle, the current plan of work, situation analysis, program evaluation results and accomplishment reports are considered before formulating goals and objectives.	3.13	3.30
6. Planning/reporting guidelines to advisory committee members are communicated before the planning process begins.	b	3.30

Criterion	Panel of experts mean score[a] N = 8	Unit directors mean score[a] N = 10
7. The specific process for planning unit extension program (within state guidelines) is agreed upon and established by local extension staff and advisory committee members.	3.86	3.30
8. Factual data and background information pertinent to the unit situation are collected by extension staff members with input from advisory committee for planning purposes.	3.88	3.40
9. Problems affecting the unit are identified through an analysis and interpretation of factual data and background information.	3.88	3.40
10. A unit situation statement indicating the existing economic and social conditions, the current problems and identified needs of the unit citizens is developed and circulated in written form.	3.88	2.90
11. Problem priorities are established by extension staff members in consultation with advisory committee members based upon the relevance to extension mission (broad and programmatic), the importance and urgency of problems and a careful analysis of available resources, including cooperating agencies.	3.75	3.60
12. A long range unit extension program statement is based on program decisions made by the extension staff and advisory committee members in their planning deliberations.	3.57	3.10

Criterion	Panel of experts mean score[a] N = 8	Unit directors mean score[a] N = 10
13. The objectives for a local extension program are measurable and stated in written form.	4.00	3.50
14. Long and short-term extension program objectives are developed that clearly indicate the audiences to be reached, anticipated outcomes and the criterion (standards) by which progress will be measured, and are included in the plan of work.	4.00	3.60
15. Strategies for carrying out program objectives to solve problems are incorporated into the 4-year plan of work.	4.00	3.60
16. Decisions concerning the content of the unit extension programs are reached among staff members with close involvement of advisory committee members.	3.71	3.40
17. Plans for evaluating the methods used in the programming process, program outcomes and plans for reporting program accomplishments are included in the plan of work.	3.57	3.50
18. The unit plan of work is signed by the chairperson of the local advisory committee and is made public to the citizens of the unit.	3.57	2.60

[a]Scale: 4 = An essential part of all local extension program planning activities.

3 = An essential part of most local extension program planning activities.

2 = An essential part of some local extension program planning activities.

1 = Not a part of local extension program planning activities.

[b]Criterion that was added on the suggestion of the panel of experts and thus was not rated by them.

citizens of the unit," the panel of experts rated it a 3.57 level of importance, while the unit directors rated the importance at 2.60, for a difference of .97.

Based on the recommendations and suggestions from the panel of experts Criterion 6, "planning/reporting guidelines to advisory committee members are communicated before the process begins;" was added to the final instrument before the field testing. Thus, the mean score for this additional criterion is missing because it was not rated for importance by the panel of experts.

Summary

The following were the major findings reported in Chapter 4:

1. Panel of experts accepted 6 of the 7 statements as principles for planning effective local extension programs.

2. The panel of experts accepted 18 formulated criteria as useful standards for assessing the local extension program planning process and indicated that the criteria should be considered seriously during planning local extension programs.

3. The unit directors indicated that all criteria describing standardsto follow in planning local programs were used from a high to medium degree as guides during their planning process.

4. The unit directors also indicated that all criteria are important in local extension planning process activities.

5. The panel of experts and the unit directors agreed that the criteria were important standards for planning local programs but differed slightly on the degree of importance that should be assigned each criterion.

CHAPTER 5

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

Program development is a process of planning, implementing and

evaluating an educational effort. It is a series of deliberate

thoughtful considerations that leads to a thoroughly prepared and

well-executed plan. There is much literature on what steps and

procedures should be followed in the development of an effective

extension program and it is often noted that extension deals with a

"grass-roots philosophy." Based on personal interviews with practicing

extension specialists in Virginia, it was unknown whether extension

program developers were following the programming principles or elements

essential for planning an effective extension program at the local

level. Furthermore, a review of the literature indicated that no

research had been conducted to determine if the local extension programs

in Virginia were developed following the accepted steps in the program

planning process.

The overall purpose of this study was to develop criteria for

assessing the local cooperative extension program planning process in

Virginia. Specific objectives that served as a basis for accomplishing

the overall purpose of the study were:

1. to identify principles that are basic for planning an effective

local extension program.

2. to verify these principles with a panel of experts.

3. to formulate criteria, based on the verified principles, and

to assess if on-going extension programs were developed following the

accepted planning principles.

4. To field test the criteria to determine the degree to which the criterion are used as guides during the local extension program planning process.

Methodology

In order to reach the objectives of this study in a progressive and logical manner, an extensive literature review was conducted to develop a theoretical framework in which program planning and evaluation processes were considered. The literature reviewed helped the author in determining the observable objectives, facts, operations and/or actions that may be generally identified as common to program planning activities in extension. From these reviews, principles that are important for planning effective local extension programs were identified.

The identified principles were sent to a panel of eight persons who were requested to act as experts. The persons asked to serve as the panel of experts were selected on the basis of their experiences in extension program planning, evaluation and their present position of leadership in the extension organization. The panel of experts were used to establish content validity, wording suggestions, and recommendations that would make the principles more useful. A level of acceptance was established for retaining the principles on the list. Only those principles that two-thirds or more of the panel of experts responded to affirmatively were retained on the list.

Based on the verified principles by the panel of experts, a functional list of criteria that should be used in assessing if local

extension programs are developed using the accepted programming principles was formulated. The formulated criteria were sent to the same panel of experts for their appraisal and indication of what degree of importance should be assigned each criterion for use as a guide during the local extension program planning process. The same level of acceptance used with the identified principles was applicable to retaining each criterion on the list.

The reviewed criteria from the panel of experts were field tested in the West Central Extension District of Virginia. Field testing was conducted using randomly selected unit extension directors representing urban and rural units to find the extent to which each criterion is used as a guide during planning local extension programs and also to determine the degree of importance they perceived should be assigned to each criterion during the local extension program planning process.

Finding

Objective 1: To identify the principles that are basic for planning an effective local extension program.

From the literature reviewed seven principles were identified. These principles were sent to the panel of experts for their verification. The following seven principles are presented in the same manner as they were presented to the panel of experts and the number of panel members accepting each principle is also shown in parenthesis at the end of the statement.

1. Statistical data used for designing and developing a program for a community are obtained from that locality (8).

2. Needs and concerns of the people are the basis for the identification and selection of problems to be used for developing the program (8).

3. Program objectives to be reached and solutions to the problems identified are determined to the satisfaction of the clientele in the community (8).

4. Community involvement is a part of the program planning process (2).

5. Programs are developed based on a continuous, cooperative and coordinated effort from all institutions responsible for community development (8).

6. Program planning allows for the evaluation of the process and product of the program (8).

7. A plan of work is developed for the local extension planning unit (8).

Objective 2: To verify these principles with a panel of experts.

Six out of the seven principles were accepted by all eight panel of expert members as principles for planning effective local extension programs. Principle 4, "community involvement is a part of the program planning process " was accepted by two panel members as being a principle while the other six panel of expert members suggested that it be eliminated from the list. In keeping with the already stated level of acceptance, Principle 4 was eliminated. The following is the revised list of principles based on the suggestions and recommendations of the panel of experts.

1. A situation analysis, including collecting relevant statistical data for that locality, is a prerequisite to program planning in a local unit.

2. Needs, concerns, and problems of the people are the basis for developing a local extension program.

3. Program objectives and strategies, to solve identified problems, are determined through the involvement of local individuals.

4. Programs are developed on a continuous, cooperative basis with institutions providing education and service to youth and adults in that community.

5. Local program planning includes provisions for formative and summative evaluation of the program.

6. A plan of work is developed for the local extension planning unit.

Objective 3: To formulate criteria, based on the verified principles, and to assess if on-going local extension programs were developed following the accepted programming principles.

Based on the verified/revised list of principles from the panel of experts, a functional list of criteria was formulated and sent to the panel of experts for their appraisal. The following criteria are presented in the same way as they were presented to the panel of experts. The list also includes in parentheses how many members of the panel of 8 experts indicated retaining each criterion.

1. The process through which a local extension program is planned is based upon activities developed at the state level. (6)

2. An organization for planning the unit extension program is formed and maintained, consistent with the state level educational guidelines. (6)

3. An operational level planning committee is composed of extension staff members. (6)

4. The process through which a local extension program is planned is initiated by extension staff members with input from key lay leaders (e.g., Advisory Committee). (8)

5. Past unit extension planning activities are assessed prior to beginning an extension program planning process. (8)

6. An organizational structure for planning unit extension programs is agreed upon and established by extension staff and key lay leaders. (7)

7. Unit extension planning policies are stated in written form consistent with county-wide statements of philosophy and extension educational objectives. (3)

8. Factual data and background information pertinent to the county situation are collected by extension staff members for planning purposes. (8)

9. Problems affecting the county are identified through an analysis and interpretation of factual data and background information. (8)

10. A county situation statement indicating the economic, cultural and social need of the people is developed and stated clearly in written form. (8)

11. Priorities for solving problems are established by extension staff members and key lay leaders based upon the importance, urgency of problem and a careful analysis of available resources. (8)

12. Program decisions made by the extension staff and key lay leaders in their planning deliberations are included in a long range unit extension program statement. (7)

13. The objectives for a local extension program are stated in written form. (7)

14. Long and short term extension program objectives are developed that clearly indicate the groups to be reached, the changes to occur and the subject matter content to be provided in achieving these outcomes. (8)

15. Educational plans for treating the problems identified in the written unit program statement are specified and incorporated into an annual plan of work. (8)

16. The process through which decisions are reached concerning the content of the unit extension program is implemented by extension staff members with involvement of key lay leaders. (7)

17. Plans for evaluating the methods used in the planning process and results attained with reference to each educational program are developed and stated in written form. (7)

18. Records are kept of accomplishments at each step of the planning process and a systematic evaluation of the planning process is conducted by extension staff and key lay leaders. (7)

Each of the original criteria, except one (number 7) received a
two-third or more acceptance rating from the panel of experts and most
of the suggestions/recommendations related to the wording rather than to
the intent of the criterion. Most of the suggestions/recommendations
were considered to be improvements, and consequently, changes were made
in the statements before the field testing stage of this study.
Presented here is the revised list of the criteria based on the
recommendations and wording suggestions made by the panel of experts.

Revised List of Criteria

1. The process through which a local extension program is planned is
   based upon guidelines, goals and priorities developed at the state
   level.

2. An organization for planning and evaluating unit extension program
   is formed and maintained, consistent with the state level
   educational guidelines (Advisory Committee).

3. An operational level planning committee is composed of extension
   staff members and volunteers.

4. The process through which a local extension program is planned is
   initiated by local extension staff members and involves local
   individuals who can provide key input.

5. When planning for the next 4 year programming cycle, the current
   plan of work, situation analysis, program evaluation results and
   accomplishment reports are considered before formulating goals and
   objectives.

[a]6. Planning/reporting guidelines to advisory committee members are communicated before the planning process begins.

7. The specific process for planning unit extension program (within state guidelines) is agreed upon and established by local extension staff and advisory committee members.

8. Factual data and background information pertinent to the unit situation are collected by extension staff members with input from advisory committee for planning purposes.

9. Problems affecting the unit are identified through an analysis and interpretation of factual data and background information.

10. A unit situation statement indicating the existing economic and social conditions, the current problems and identified needs of the unit citizens is developed and circulated in written form.

11. Problem priorities are established by extension staff members in consultation with advisory committee members based upon the relevance to extension mission (broad and programmatic), the importance and urgency of problems and a careful analysis of available resources, including cooperating agencies.

12. A long range unit extension program statement is based on program decisions made by the extension staff and advisory committee members in their planning deliberations.

13. The objectives for a local extension program are measurable and stated in written form.

---

[a]Additional criterion suggested by the panel of experts.

14. Long and short-term extension program objectives are developed that clearly indicate the audiences to be reached, ancitipated outcomes and the criterion (standards) by which progress will be measured, and are included in the plan of work.

15. Strategies for carrying out program objectives to solve problems are incorporated into the 4-year plan of work.

16. Decisions concerning the content of the unit extension programs are reached among staff members with close involvement of advisory committee members.

17. Plans for evaluating the methods used in the programming process, program outcomes and plans for reporting program accomplishments are included in the plan of work.

18. The unit plan of work is signed by the chairperson of the local advisory committee and is made public to the citizens of the unit.

As part of the appraisal of the criteria by the panel of experts to determine if a criterion should be retained or eliminated, panel members were also asked to indicate the degree of importance that should be assigned each criterion during the program planning process. The findings regarding the degree of importance indicate that panel members who accepted the criteria also considered them to be important, though in varying degrees. Based on the mean scores, criteria 13, 14, and 15 received scores of 4.0 indicating that they are considered an essential part of all local extension program planning processes. In the overall analysis, the findings indicate that the degree of importance of the criteria in the planning process as viewed by the panel of experts was

between an essential part of <u>all</u> and <u>most</u> local extension program
planning activities.

Objective 4: To field test criteria to determine the degree to
which the criteria are used as guides during the local extension program
planning process.

A revised list of the criteria was developed based on the
suggestions and recommendations made by the panel of experts to test the
degree of usability of the criteria by unit directors during planning
their local extension programs. Ten units in the West-Central Extension
District were used for the field testing phase of this study.
Personal interviews with unit directors were used in collecting the
needed data for this stage of the study. The randomly selected unit
directors were asked to indicate the degree to which they use the
criteria as guides during planning of their unit programs and what
degree of importance should be assigned each criterion.

Degree of usability assigned to the criteria based on the mean
scores were relatively high for all except Criteria 6 and 10, which
received scores of 2.2 and 2.3, respectively. The two criteria used
only partially during local extension planning activities were 6, "an
organizational structure for planning unit extension programs is agreed
upon and established by extension staff and key lay leaders," and 10, "a
county situation statement indicating the economic, cultural and social
need of the people is developed and stated clearly in written form."
These findings also indicate that most of the unit directors in the

West Central Extension District use the criteria as guidelines during the local extension program planning process.

For the degree of importance that should be assigned each criterion during local extension program planning process, unit directors rated all the criteria highly except for Criteria 10, "a county situation statement indicating the economic, cultural and social needs of the people is developed and stated clearly in written form," and 18, "records are kept of accomplishements at each step of the planning process and a systematic evaluation of the planning process is conducted by extension staff and key lay leaders," which received scores of 2.9 and 2.6 respectively. The mean score of the other criteria ranged from 3.1 to 3.6 indicting that the criteria are viewed as an essential part of most local extension planning activities. A comparison between the degree of importance that should be assigned each criterion as expressed by the panel of experts and the unit directors indicated that both groups agreed that the criteria are important with only a slight difference in opinion of the importance that should be assigned to them.

Conclusions

These conclusions are based on the researcher's interpretation of the findings and thus, represent his judgment as to the importance of the findings. This study has provided a foundation to answer the following question "Can the concepts and theories of planning extension programs be formulated into a guide for analyzing, studying and understanding the program planning process at the local level?" Other

questions that the fourth objective of the study might have provided as a base for answering are:

1. To what degree are the criteria being used?

2. To what extent do unit directors and panel of experts agree on the importance that should be placed on each criterion during planning local extension programs?

The findings in this study support the following conclusions:

1. There are 6 basic principles for planning effective local extension programs.

2. There are 18 criteria that can be used for assessing if local extension programs are planned/developed using the basic extension planning principles.

Recommendation

The following recommendation is offered in view of the findings and conclusions derived from this study:

1. That the process of assessing local program planning activities be tested statewide to increase the usability potential, and give possible direction for statewide in-service needs of unit directors and extension agents.

Discussion

Agricultural extension works to promote desired changes in a geographical area over time. It usually assumes a systematic nature to planning by using objectives, specifying targeted groups, delineating an interrelated set of roles and professional specializations, utilizing a

variety of methods to promote learning, identifying and mobilizing available resources, and a continuous upgrading of the competencies of extension personnel.

The acquisition of knowledge and skills is usually an on-going process that calls for continuous evalution of the achievement, and the relative effectiveness and efficiency of the facilitative instructional effort. In the planning of learning experiences, an effort should be made by extension staff to specify how the results will be evaluated and the criteria which will be used to determine the evaluative decision. A specification of indicators (criteria) should be made part of an overall educational plan.

For proper use of the criteria formulated in this study, for any further program planning assessment studies, it is encouraged that the questions associated with each criterion be asked to determine if that criterion is being applied in local program planning efforts.

CRITERION 1: THE PROCESS THROUGH WHICH A LOCAL EXTENSION PROGRAM IS PLANNED IS BASED UPON ACTIVITIES DEVELOPED AT THE STATE LEVEL.

To what extent are the guidelines, goals and priorities developed at the state level followed (i.e., are there documents which show a more specific local objective so that a reader knows generally who will be involved and the behavioral change desired in the program being planned)?

CRITERION 2: AN ORGANIZATION FOR PLANNING THE UNIT EXTENSION PROGRAM IS FORMED AND MAINTAINED, CONSISTENT WITH THE STATE LEVEL EDUCATIONAL GUIDELINES.

Are there documents which show that key lay leaders and others have been consulted so as to organize a working group that can represent and reflect the views and interest of the people in the unit? What attempts have been made to set up the composition of such a group (i.e., how will these people be selected, how long will they serve, and how will they be replaced)?

CRITERION 3: AN OPERATIONAL LEVEL PLANNING COMMITTEE IS COMPOSED OF EXTENSION STAFF MEMBERS.

Are there documents/minutes of meetings indicating consultation between unit directors and field extension agents regarding planning of the next 4 year unit pograms?

CRITERION 4: THE PROCESS THROUGH WHICH A LOCAL EXTENSION PROGRAM IS PLANNED IS INITIATED BY EXTENSION STAFF MEMBERS WITH INPUT FROM KEY LAY LEADERS (e.g., ADVISORY COMMITTEE).

What documents are there to show that the responsibilities or duties of each group has been decided upon and explained to them either in writing or through orientation meetings?

CRITERION 5: PAST UNIT EXTENSION PLANNING ACTIVITIES ARE ASSESSED PRIOR TO BEGINNING AN EXTENSION PROGRAM PLANNING PROCESS.

What documents are available which can be used to indicate that agents have identified improvements which might be made in the present program?

CRITERION 6: AN ORGANIZATIONAL STRUCTURE FOR PLANNING UNIT EXTENSION PROGRAMS IS AGREED UPON AND ESTABLISHED BY EXTENSION STAFF AND KEY LAY LEADERS.

What documents are available to indicate that agents have met and obtained the support of advisory committee members regarding the next 4 year plan?

CRITERION 7: UNIT EXTENSION PLANNING POLICIES ARE STATED IN WRITTEN FORM CONSISTENT WITH COUNTY-WIDE STATEMENTS OF PHILOSOPHY AND EXTENSION EDUCATIONAL OBJECTIVES.

What documents are there to indicate that agents met with advisory committee and developed objectives, policies, procedures, and practices appropriate to the unit?

CRITERION 8: FACTUAL DATE AND BACKGROUND INFORMATION PERTINENT TO THE COUNTY SITUATION ARE COLLECTED BY EXTENSION STAFF MEMBERS FOR PLANNING PURPOSES.

What documents can be presented to indicate that the data presented to the planning groups, analyzed by the group and interpretations drawn regarding the major problems related to the local unit?

CRITERION 9: PROBLEMS AFFECTING THE COUNTY ARE IDENTIFIED THROUGH AN ANALYSIS AND INTERPRETATION OF FACTUAL DATA AND BACKGROUND INFORMATION.

Are there documents available to show that surveys, interviews, and other data collection methods were used along with resource persons to obtain information relevant to the problems and that the data was used as background information in the planning process?

CRITERION 10: A COUNTY SITUATION STATEMENT INDICATING THE ECONOMIC, CULTURAL AND SOCIAL NEED OF THE PEOPLE IS DEVELOPED AND STATED CLEARLY IN WRITTEN FORM.

Are there documents stating the economic, cultural and social situation in a way that education needs of the unit are indicated?

CRITERION 11: PRIORITIES FOR SOLVING PROBLEMS ARE ESTABLISHED BY EXTENSION STAFF MEMBERS AND KEY LAY LEADERS BASED UPON THE IMPORTANCE, URGENCY OF PROBLEM AND A CAREFUL ANALYSIS OF AVAILABLE RESOURCES.

Are there documents that might indicate to what extent priorities have been established for working toward solution of major problems, based upon the importance of the problems, scope of extension objectives and availability of resources?

CRITERION 12: PROGRAM DECISIONS MADE BY THE EXTENSION STAFF AND KEY LAY LEADERS IN THEIR PLANNING DELIBERATIONS ARE INCLUDED IN A LONG RANGE UNIT EXTENSION PROGRAM STATEMENT.

Are there documents that indicate objectives denoting the clientele to be reached, behavioral changes desired and subject matter content to be provided?

CRITERION 13: THE OBJECTIVES FOR A LOCAL EXTENSION PROGRAM ARE STATED IN WRITTEN FORM.

Are there documents that indicate how specific objectives will be evaluated, when and who is responsible?

CRITERION 14: LONG AND SHORT TERM EXTENSION PROGRAM OBJECTIVES ARE DEVELOPED THAT CLEARLY INDICATE THE GROUPS TO BE REACHED, THE CHANGES TO OCCUR AND THE SUBJECT MATTER CONTENT TO BE PROVIDED IN ACHIEVING THESE OUTCOMES.

Are there documents that indicate objectives denoting clientele to be reached, behavioral changes desired and how specific objectives will be evaluated, when and who is responsible?

CRITERION 15: EDUCATIONAL PLANS FOR TREATING THE PROBLEMS IDENTIFIED IN THE WRITTEN UNIT PROGRAM STATEMENT ARE SPECIFIED AND INCORPORATED INTO AN ANNUAL PLAN OF WORK.

Are there documents that indicate methods and resources have been
identified for dealing with the recommendations and for accomplishing the
stated objectives?

CRITERION 16: THE PROCESS THROUGH WHICH DECISIONS ARE REACHED
CONCERNING THE CONTENT OF THE UNIT EXTENSION PROGRAM IS IMPLEMENTED BY
EXTENSION STAFF MEMBERS WITH INVOLVEMENT OF KEY LAY LEADERS.

Are there documents that show a team approach among staff members
aimed at resolving family and community problems?

CRITERION 17: PLANS FOR EVALUATING THE METHODS USED IN THE
PLANNING PROCESS AND RESULTS ATTAINED WITH REFERENCE TO EACH EDUCATIONAL
PROGRAM ARE DEVELOPED AND STATED IN WRITTEN FORM.

Are there documents that indicate if evaluation is considered an
inherent part of the planning process and is there evidence that
evaluation is conducted as planning progresses from the initiating stage
through the reporting stage?

CRITERION 18: RECORDS ARE KEPT OF ACCOMPLISHMENTS AT EACH STEP OF
THE PLANNING PROCESS AND A SYSTEMATIC EVALUATION OF THE PLANNING PROCESS
IS CONDUCTED BY EXTENSION STAFF AND KEY LAY LEADERS.

Is there evidence to indicate that the unit plan of work is
available for public review?

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APPENDIX A

PANEL MEMBERS
LETTER TO PANEL OF EXPERTS

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VIRGINIA TECH

Division of Vocational &
Technical Education

College of Education
Blacksburg Virginia 24061

July 30, 1985

Dear (Panel of Expert Member):

This letter is to serve as a request for your assistance and cooperation in the conduct of a dissertation which involves the Extension Service. Peter is a doctoral student in the Division of Vocational and Technical Education, College of Education and I serve as his advisor. The title of his dissertation is "Criteria for Assessing the Cooperative Extension Program Development Process in Virginia."

In essence, the purpose of his study is to first develop a set of principles that describe the program planning process for local extension units as they conduct their educational programs. From these principles, he will develop a set of criteria that once applied to local extension programs, can determine if indeed those local programs do follow the accepted program planning principles. We ask your assistance and cooperation in the sense that Peter would like to field test these criteria in the West-Central District of Virginia. He will randomly select about one-half of the rural and one-half of the city units in that particulatr district for inclusion in this study. The study is not to compare units or unit directors but to consolidate this data to determine if the principles of basic local programming are followed. It is envisioned that if the process works, this has important implications for other extension programs throughout the state or perhaps the state as a whole.

Peter has worked very closely with Dr. Steve Scheneman in the last couple of months to develop the final touches on this proposal and we hope that you will agree to support us in this particular request.

Sincerely,

Peter Ewang
Graduate Student
Agricultural Education

John R. Crunkilton
Professor and
Program Area Leader
Agricultural Education

APPENDIX B

PANEL OF EXPERTS INSTRUMENT

INSTRUCTIONS

Appearing on the following pages are criteria that can be used in assessing the process through which a local extension program is planned. As one of the panel of experts for this study, you are asked to:

1. Read all the criteria before indicating your opinion on each statement.

2. Review each criterion carefully to decide whether it should be retained or eliminated as a criterion (standard) of the local extension program planning.

3. If, in you opinion, you feel the criterion should be retained, indicate any suggestions for word changes.

4. Indicate the degree of important that should be given to each criterion during the local program planning process, using the following scale:

4 = an essential part of _all_ local extension program planning activities,

3 = an essential part of _most_ local extension program planning activities,

2 = an essential part of _some_ local extension program planning activities,

1 = not a _part_ of local extension program planning activities.

5. List other possible criteria which should be included.

As soon as you have completed these items, please return it in the enclosed self-addressed envelope to:

Peter N. Ewang
121 Lane Hall
VPI&SU
Blacksburg, Virginia 24061

Criterion	Applicability (Check One)	Degree of Importance Scale (Circle One)
1. The process through which a local extension program is planned is based upon activities developed at the state level. (Wording Suggestions) _____ _____ _____	_____ Retain _____ Eliminate	4 3 2 1

Criterion	Applicability (Check One)	Degree of Importance Scale (Circle One)
2. An organization for planning the unit extension program is formed and maintained, consistent with the state level educational guidelines. (Wording Suggestions) _____ _____ _____	_____ Retain _____ Eliminate	4 3 2 1

Criterion	Applicability (Check One)	Degree of Importance Scale (Circle One)
3. An operational level planning committee is composed of extension staff members. (Wording Suggestions) _____ _____ _____	_____ Retain _____ Eliminate	4 3 2 1

Criterion	Applicability (Check One)	Degree of Importance Scale (Circle One)
4. The process through which a local extension program is planned is initiated by extension staff members with input from key lay leaders (e.g., Advisory Committee). (Wording Suggestions) _____ _____ _____	_____ Retain _____ Eliminate	4 3 2 1

Criterion	Applicability (Check One)	Degree of Importance Scale (Circle One)
5. Past unit extension planning activities are assessed prior to beginning an extension program planning process. (Wording Suggestions) _____ _____ _____	_____ Retain _____ Eliminate	4 3 2 1

Criterion	Applicability (Check One)	Degree of Importance Scale (Circle One)
6. An organizational structure for planning unit extension programs is agreed upon and established by extension staff and key lay leaders. (Wording Suggestions) _____ _____ _____	_____ Retain _____ Eliminate	4 3 2 1

Criterion	Applicability (Check One)	Degree of Importance Scale (Circle One)
7. Unit extension planning policies are stated in written form consistent with unit-wide statements of philosophy and extension educational objectives. (Wording Suggestions)	_____ Retain _____ Eliminate	4 3 2 1

Criterion	Applicability (Check One)	Degree of Importance Scale (Circle One)
8. Factual data and background information pertinent to the county situation are collected by extension staff members for planning purposes. (Wording Suggestions)	_____ Retain _____ Eliminate	4 3 2 1

Criterion	Applicability (Check One)	Degree of Importance Scale (Circle One)
9. Problems affecting the county are identified through an analysis and interpretation of factual data and background information. (Wording Suggestions)	_____ Retain _____ Eliminate	4 3 2 1

Criterion	Applicability (Check One)	Degree of Importance Scale (Circle One)
10. A county situation statement indicating the economic, cultural and social need of the people is developed and stated clearly in written form. (Wording Suggestions) _____ _____ _____	_____ Retain _____ Eliminate	4 3 2 1

Criterion	Applicability (Check One)	Degree of Importance Scale (Circle One)
11. Priorities for solving problems are established by extension staff members and key lay leaders based upon the importance, urgency of problem and a careful analysis of available resources. (Wording Suggestions) _____ _____ _____	_____ Retain _____ Eliminate	4 3 2 1

Criterion	Applicability (Check One)	Degree of Importance Scale (Circle One)
12. Program decisions made by the extension staff and key lay leaders in their planning deliberations are included in a long range unit extension program statement. (Wording Suggestions) _____ _____ _____	_____ Retain _____ Eliminate	4 3 2 1

Criterion	Applicability (Check One)	Degree of Importance Scale (Circle One)
13. The objectives for a local extension programs are stated in written form. (Wording Suggestions) _____ _____ _____	_____ Retain _____ Eliminate	4 3 2 1

Criterion	Applicability (Check One)	Degree of Importance Scale (Circle One)
14. Long and short term extension program objectives are developed that clearly indicate the groups to be reached, the changes to occur and the subject matter content to be provided in achieving these outcomes. (Wording Suggestions) _____ _____ _____	_____ Retain _____ Eliminate	4 3 2 1

Criterion	Applicability (Check One)	Degree of Importance Scale (Circle One)
15. Educational plans for treating the problems identified in the written unit program statement are specified and incorporated into an annual plan of work. (Wording Suggestions) _____ _____ _____	_____ Retain _____ Eliminate	4 3 2 1

Criterion	Applicability (Check One)	Degree of Importance Scale (Circle One)
16. The process through which decisions are reached concerning the content of the unit extension program is implemented by extension staff members with involvement of key lay leaders. (Wording Suggestions) _____ _____ _____	___ Retain ___ Eliminate	4 3 2 1

Criterion	Applicability (Check One)	Degree of Importance Scale (Circle One)
17. Plans for evaluating the methods used in the planning process and results attained with reference to each educational program are developed and stated in written form. (Wording Suggestions) _____ _____ _____	___ Retain ___ Eliminate	4 3 2 1

| Criterion	Applicability (Check One)	Degree of Importance Scale (Circle One)
18. Records are kept of accomplishments at each step of the planning process and a systematic evaluation of the planning process is conducted by extension staff and key lay leaders. (Wording Suggestions) _____ _____ _____	___ Retain ___ Eliminate	4 3 2 1

Please recheck to make sure you have indicated your opinion for every item. Even though you may have suggested wording changes, put a check in the "Applicability" column and a circle around one of the numbers in the Degree of Importance column.

_____
Name

APPENDIX C

MAP OF EXTENSION UNITS USED

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VIRGINIA POLYTECHNIC INSTITUTE AND STATE UNIVERSITY

EXTENSION DIVISION DISTRICTS

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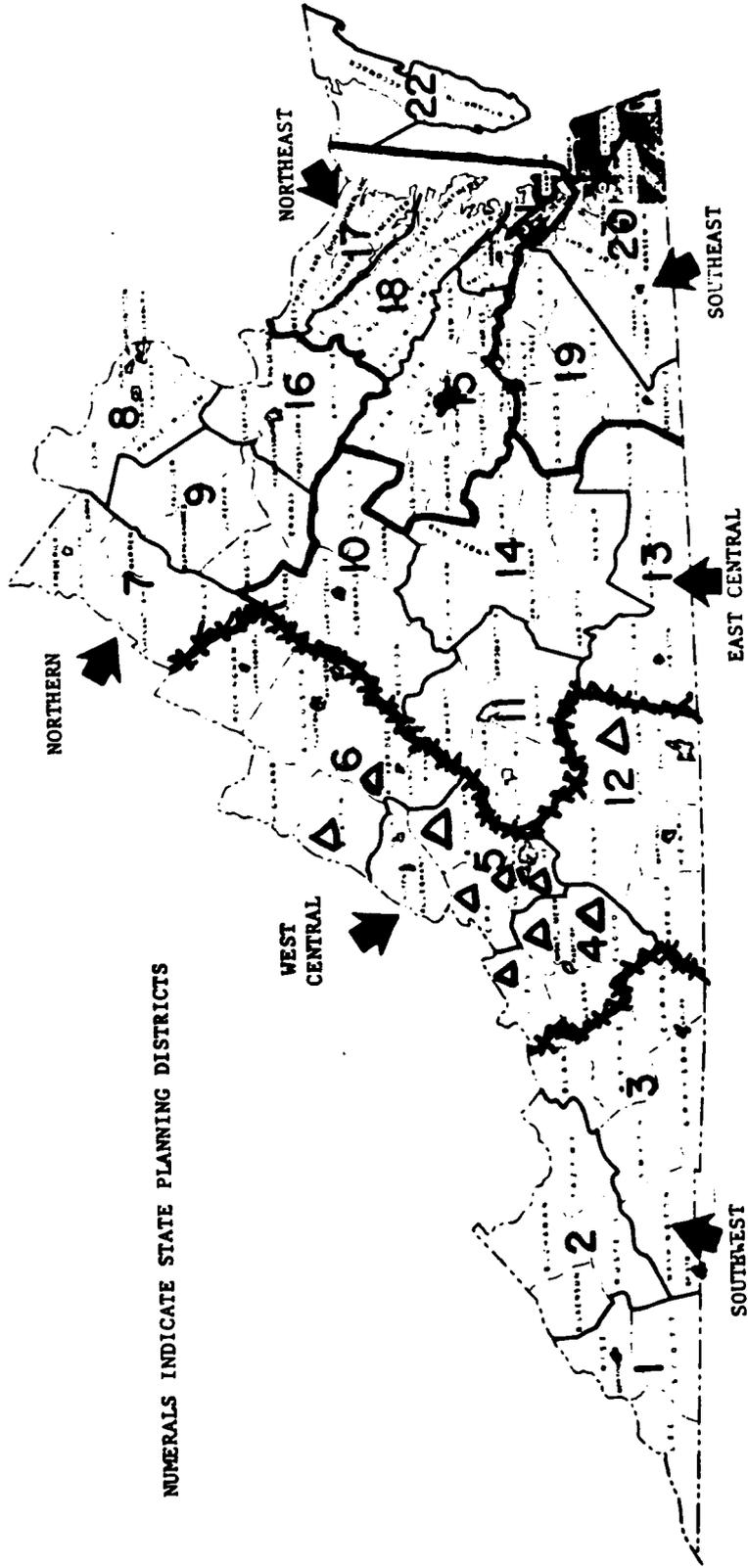
NUMERALS INDICATE STATE PLANNING DISTRICTS

△ Indicate Units used for this Study
XXXXX Indicate Planning Districts Used for this Study

Ext. Form 1td

APPENDIX D

UNIT DIRECTORS PARTICIPATING IN THE FIELD TESTING AND
LETTER OF INVITATION TO PARTICIPATE

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VIRGINIA TECH

Division of Vocational &
Technical Education

College of Education
Blacksburg, Virginia 24061

November 5, 1985

Dear _____:

The purpose of this letter is to solicit your help in conducting a
research project which is part of my doctoral dissertation at Virginia Tech.
My study centers around the planning process used by extension units to
develop local educational programs.

The first part of my study involved reviewing the literature to identify
the Profession's accepted principles for guiding program planning at the
local level. The next step was to develop criteria (standards) that would
help to assess if these principles were being practiced.

The West Central Extension District was selected to be a part of this study
since it includes rural and urban extension programs and different geographical
regions exist. Your unit was randomly selected to be included in this study.

Your involvement will include about one hour and data will be collected
through a personal interview in your office at your convenience. Data collected
in this study will be grouped and no individual units will be singled out.

Your participation in this research is vital to the success of this study
and hopefully the findings will be valuable to extension units in the future
as they plan effective educational programs.

I will be calling you within the next few days to determine your
willingness to participate and to set up an interview.

Sincerely,

Peter Ewang
Graduate Student
Agricultural Education

I hope you will join us in this study. Planning effective educational
programs should always be foremost in our minds as we educators strive to
serve the needs of our clients. Your participation will help us better
understand the current practices followed in the field. If there are
questions, please don't hesitate to call me at 230-961-6836.

Sincerely,

John R. Crunkilton, Professor
and Program Area Leader
Agricultural Education
Major Advisor to Peter Ewang

APPENDIX E

UNIT DIRECTOR INSTRUMENT

Criterion	Degree of Usability (Circle One)			Degree of Importance Scale (Circle One)			
1. The process through which a local extension program is planned is based upon guidelines, goals and priorities developed at the state level.	3	2	1	4	3	2	1
2. An organization for planning and evaluating unit extension program is formed and maintained, consistent with the state level educational guidelines (Advisory Committee).	3	2	1	4	3	2	1
3. An operational level planning committee is composed of extension staff members and volunteers.	3	2	1	4	3	2	1
4. The process through which a local extension program is planned is initiated by local extension staff members and involves local individuals who can provide key input.	3	2	1	4	3	2	1
5. When planning for the next 4 year programming cycle, the current plan of work, situation analysis, program evaluation results and accomplishment reports are considered before formulating goals and objectives.	3	2	1	4	3	2	1
6. Planning/reporting guidelines to advisory committee members are communicated before the planning process begins.	3	2	1	4	3	2	1

Criterion	Degree of Usability (Circle One)			Degree of Importance Scale (Circle One)			
7. The specific process for planning unit extension program (within state guidelines) is agreed upon and established by local extension staff and advisory committee members.	3	2	1	4	3	2	1
8. Factual data and background information pertinent to the unit situation are collected by extension staff members with input from advisory committee for planning purposes.	3	2	1	4	3	2	1
9. Problems affecting the unit are identified through an analysis and interpretation of factual data and background information.	3	2	1	4	3	2	1
10. A unit situation statement indicating the existing economic and social conditions, the current problems and identified needs of the unit citizens is developed and circulated in written form.	3	2	1	4	3	2	1
11. Problem priorities are established by extension staff members in consultation with advisory committee members based upon the relevance to extension mission (broad and programmatic), the importance and urgency of problems and a careful analysis of available resources, including cooperating agencies.	3	2	1	4	3	2	1
12. A long range unit extension program statement is based on program decisions made by the extension staff and advisory committee members in their planning deliberations.	3	2	1	4	3	2	1

Criterion	Degree of Usability (Circle One)	Degree of Importance Scale (Circle One)
13. The objectives for a local extension program are measurable and stated in written form.	3　2　1	4　3　2　1
14. Long and short-term extension program objectives are developed that clearly indicate the audiences to be reached, anticipated outcomes and the criterion (standards) by which progress will be measured, and are included in the plan of work.	3　2　1	4　3　2　1
15. Strategies for carrying out program objectives to solve problems are incorporated into the 4-year plan of work.	3　2　1	4　3　2　1
16. Decisions concerning the content of the unit extension programs are reached among staff members with close involvement of advisory committee members.		
17. Plans for evaluating the methods used in the programming process, program outcomes and plans for reporting program accomplishments are included in the plan of work.	3　2　1	4　3　2　1
18. The unit plan of work is signed by the chairperson of the local advisory committee and is made public to the citizens of the unit.	3　2　1	4　3　2　1

APPENDIX F

IDENTIFIED PRINCIPLES

Statement	Statement is a principle of local program planning
1. A situation analysis, including collecting relevant statistical data for that locality is prerequisite to program planning in a local unit. (Wording suggestions) _____ _____ _____	_____ Yes _____ No
2. Need, concerns and problems of the people are the basis for developing a local extension program. (Wording suggestions) _____ _____ _____	_____ Yes _____ No
3. Program objectives and strategies, to solve identified problems are determined through the involvement of local individuals (Wording suggestions) _____ _____ _____	_____ Yes _____ No

Statement	Statement is a principle of local program planning
4. Programs are developed on a continuous, cooperative basis with institutions providing education and service to youth and adults in that community. (Wording suggestions) _____ _____ _____	_____ Yes _____ No
5. Local program planning includes provision for formative and summative evaluation of the program. (Wording suggestions) _____ _____ _____	_____ Yes _____ No
6. A plan of work is developed for the local extension planning unit. (Wording suggestions) _____ _____ _____	_____ Yes _____ No